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School districts in Vermont are organized generally along town boundary lines with no clear distinction between town and school governmental units. State financial distributions are usually made to the town, and taxes are billed and collected by the town. There is a need for school district reorganization in terms of larger unified or 12-grade school districts, with approximately equal assessed valuations and the power of taxation being the two most important considerations. Additional criteria concern social and economic factors, transportation, geography, and minimum enrollment. (JH)

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Agricultural Experiment Station
University of Vermont
Burlington, Vermont

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GEOGRAPHICAL AREAS AND PLANT FACILITIES FOR EDUCATIONAL PURPOSES IN VERMONT

by

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Report 15

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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August 1964

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FOREWORD

The scope of this study was to provide the basis for determining the appropriate and most effective geographical areas for educational administration by analyzing the present system, relating to this analysis certain factual data, such as projected enrollment, building requirements, student-teacher ratios, supervisory and other administrative requirements, financial requirements, and other relevant matters.

The research project was therefore designed to:

1. Survey the present system of geographical areas for educational purposes and the relationship of the present facilities, educational services, and educational administration to this system;
2. Identify and analyze the problems inherent in the present geographical system;
3. Identify the trends apparent in the changes that have been effected in the educational system and also the changes in conditioning factors;
4. Identify the legal, administrative, financial, and other obstacles to overcoming the problems; and
5. Catalog and assess the means and methods of dealing with the problems.

The author wishes to express his gratitude to the many individuals, both in the public service and outside, without whose assistance, advice, and counsel this report could not have been prepared. Special recognition should be given to the Commissioner of Education, Dr. A. John Holden, Jr., and his staff for their assistance.

All conclusions in this report are the author's. Some of them are partially based on results of other studies in which the author was engaged. The editorial staff of the Vermont Resources Research Center edited the manuscript.

P. C. D.

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SUMMARY

The author concludes from this project that the present system of public education at the elementary and secondary level in Vermont is a confusing, illogical, and unnecessary hodgepodge of organization, administration, finance, and personnel. It is not conducive to high-quality education for the children of the state. Several cities in the United States have more students to educate than the combined school districts of Vermont, yet they educate them with a far less complicated maze of organization, administration, and personnel.

The total Vermont system has never been adequately analyzed in terms of its supposed function and the means necessary to fulfillment. Since 1892 new organizational legislation in the state has often been makeshift. Tied to the absence of objective analysis of the system is the age-old problem of malapportionment of the legislature.

Although the school district is legally a separate governmental unit in Vermont by declaration of the courts, in actuality and practice it is not really separate. In most instances the boundaries of the town and the town school district are coterminous. Although the town meeting is generally recessed while the school district meeting takes place, the warrants for the two meetings are published simultaneously and generally appear together in the joint report of the town and town school district. The treasurer of the town may be the treasurer of the school district. Taxes for town and school operations are generally billed and collected together. The town moderator may preside at the school district meeting unless a member of the school board does so. The selectmen of the town may fill vacancies in town school district offices. Finally, the voters of the town are generally the same as in the school district.

What is the real difference between the town and the town school district? The only one appears to be that the governing bodies are different and that the taxes are voted separately (even though they may be billed and collected together). The board of selectmen is an administrative and legislative branch of the town while the board of school directors is an administrative and legislative branch of the school district.

Even in the case of union districts the primary relationship is with the individual towns. A proposed union district must be approved by a majority of the voters in each town, rather than by a majority of all voters, in the proposed district.

The most important requisite for a governmental unit is withheld from union districts -- namely, the power to tax. Union districts do not have this power because the archaic system of listing ratios in the various towns made it impossible. So the vital power to tax remains with the towns. The expenses of the district are not borne equitably by all the taxpayers. Instead, assessments are based on the number of students from each individual town within the district. Even state aid for education is granted to the towns within the district rather than to the district itself. Finally, present union districts do not include all the grades, but only a few of them.

The town system of school administration has been in effect since 1892 -- nearly 75 years. While the town may have been a sufficient base for school administration in 1892, it no longer remains so. Until this fact is recognized by the people of the state -- but more importantly by the legislature -- our educational system will not meet the needs of the present, to say nothing of the future.

The union district movement, an attempt to remove some of the defects of the town system, is deficient because it is tied completely to the old system it was trying to escape from. The principle of larger districts was accepted, but the means of making these larger districts efficient educational systems were withheld. Thus the principle, good as it may be, has not been implemented.

The idea of larger administrative districts was supported by the Educational Task Force[1], and although proposals emanating from that report would have alleviated certain of the defects of both the town system and the union district, still it withheld the power of taxation. In effect, while proposing larger administrative districts, the report and subsequent bill effectively tied the system to the towns, the cause of many of the present difficulties.

The main trends in educational districting today are:[2]

1. Elimination of nonoperating school districts by jointure with another district either voluntarily or involuntarily.

2. Establishment of unified or 12-grade districts.

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[1] Vermont Governor's Planning Council. Report of Task Force Committee to Study Vermont Public Educational System. October 15, 1963.

[2] From presentation by Dr. Charles Fitzwater, U.S. Department of Health, Education, and Welfare, before State Board of Education, June 29, 1964.

3. Requirement that all state territory be a part of a 12-grade district.
4. Establishment of larger 12-grade units by combining small 12-grade units.

Standards used generally throughout the country today include:

1. More territory in districts than formerly.
2. Disregard for boundary lines of other governmental units.
3. Two or more population centers with open country between.
4. Larger tax base and elimination of local inequities.
5. Larger units to permit more effective spending of tax revenues and improved utilization of teachers.

The following general aspects are important to any reorganized system of educational districts:

1. The school organization must be integrated within each district and within the state as a whole.
2. Individual districts must be large enough to provide instruction most efficiently.
3. Individual districts must have the proper powers including taxation to maintain a balanced and integrated program.
4. Supervision should be directed primarily toward the individual district and not over many districts with diverse problems and natures.
5. Individual districts should be laid out to take into account sociological, economic, and other factors of modern life including transportation and geography.
6. Districts must be provided with sufficient staff and teachers, well paid to accomplish their tasks.
7. State assistance to the individual districts should be well defined and directed toward increasing their maximum effectiveness and efficiency within the integrated system so as to maximize the state's total educational potential.

8. The state elementary and secondary educational system must bear some relationship to the other educational institutions which affect its operation, such as the teacher-training institutions and the colleges and university which the students may ultimately attend.

The research conducted under this project indicates that the power to tax and an approximately equal fair market valuation in each district, regardless of the number of districts, are the two most important considerations in forming educational districts. Of course, transportation, geography, social and economic factors must be considered in arriving at the final districts. Secondly, the number of districts is relatively immaterial if they are based upon recognized and fairly applied criteria.

The criteria below are in addition to the eight listed above:

1. Reduction in the number and kinds of districts from the present 254 school districts, 8 union high school districts, 1 interstate union high school district, and 58 other supervisory unions.
2. An equalized grand list in each district with no deviations greater than 20 percent from the average, except where a regional district includes only one town or city, when the restriction should not apply.
3. Average daily enrollment not less than 1,200 students. This restriction should not apply when only one town or city is involved or in very sparsely settled areas.
4. Provision for an integrated educational system within the districts from grades 1 through 12, with optional kindergartens.
5. Direct taxing power, including some provision for regional assessment records.
6. Certain maximum time/distance factors for the transportation of students, especially elementary students.
7. A local educational committee in each town to advise the regional school district and assist in promoting the educational objectives.
8. Provision that when the districts have been delineated by the State Department of Education, the present districts be allowed five years in which to organize; that at the end of the grace period all those districts not voluntarily organized shall be involuntarily organized according to law.

9. Authorization of the State Department of Education to reorganize these educational districts when it has ascertained the need or when the districts have petitioned.

10. Where necessary, drawing of the reorganized districts without regard to existing town or other boundary lines.

11. Inclusion of income as well as property in the measurement of an unit's ability to support its schools.

12. At least one economic and/or social area within each district (may be composed of more than one).

In the following sections of this report, particular attention should be paid to the comparison of selected factors under the present system of organization, the reorganization scheme proposed by the Governor's Educational Task Force, and a system utilizing approximately equal fair market valuations in each district.

SURVEY OF THE PRESENT SYSTEM OF GEOGRAPHICAL AREAS FOR EDUCATION

The whole educational system of the State of Vermont is composed generally of two levels: elementary and secondary education and higher education. This report is concerned primarily with the first part, the elementary and secondary level. It is also concerned primarily with the public segment, rather than the private. But it is recognized that actions taken within the private sphere immediately and directly affect the public school sector.

Legal Basis of Educational System

The legal basis of the educational system and educational organization of the State of Vermont is derived from the Vermont Constitution, laws enacted by the legislature, decisions of the courts, opinions of the attorney general, decisions, rules, and regulations of the State Board of Education, and the actions of the local school districts.

Chapter II, section 64, of the Vermont Constitution is the only constitutional provision concerning educational organization in Vermont. That section reads as follows:

> Laws for the encouragement of virtue and prevention of vice and immorality, ought to be constantly kept in force, and duly executed; and a competent number of schools ought to be maintained in each town, or by towns jointly with the consent of the General Assembly, for the convenient instruction of youth. All religious societies, or bodies of men that may be united or incorporated for the advancement of religion and learning, or for other pious and charitable purposes, shall be encouraged and protected in the enjoyment of the privileges, immunities, and estates, which they in justice ought to enjoy, under such regulations as the General Assembly of this State shall direct.

A constitutional amendment passed by the 1961 General Assembly changed this section to read: ". . . a competent number of schools ought to be maintained in each town unless the general assembly permits other provisions for the convenient instruction of youth."

Chapter I, article 7, of the Vermont Constitution, although not directly concerned with schools as such, indicates the basic purpose of the government as follows:

> That government is, or ought to be, instituted for the common benefit, protection, and security of the people, nation, or community, and not for the particular emolument or advantage of any single man, family, or set of men, who are a part only of that community; and that the community hath an indubitable, unalienable, and indefeasible right, to reform or alter government, in such manner as shall be, by that community, judged most conducive to the public weal.

A Vermont Supreme Court decision in 1898 said that the legislature might confer upon cities, villages, and school districts divers privileges and powers without infringing the principle that government is instituted for the common benefit of the community and not for the particular advantage of a part of it. (Town School District of Brattleboro v. School District No. 2 of Brattleboro (1898) 72 Vt. 451, 48 Atl. 697).

Under the general powers given to it by the Constitution, the legislature provides the general framework of the educational system of the state. The basic unit is the town school district, with various other kinds of organization having been developed as the need arose.

Although the judiciary is not generally responsible for educational organization, the decisions it makes, in the various cases before it, do have some bearing on the development of the state's educational system.

Number and Kinds of Districts

Vermont laws provide for seven major types of public school district organization: town school districts; incorporated school districts; joint, contract, or consolidated districts; union high school districts; union elementary school districts; interstate high school districts; and supervisory union districts. With the exception of the latter, all types may operate and maintain schools to one degree or another.

Town School District System. Prior to 1892 when the present town system was initiated, the district system was in effect. A Vermont law passed October 31, 1797, provided that each town should maintain one or more schools for the instruction of youth. If one school within the town could not accommodate all the students, the town was authorized to divide itself into districts.[3]

By an act passed on November 5, 1808, two or more towns were permitted to join together to establish a school district.

In 1870 the legislature authorized towns to abolish the district system of schools, and install the town system.[4] In 1884 the legislature directed each town at its annual town meetings in 1885 and 1886 to vote upon the question of abolishing the district system and adopting the town system.[5]

In 1892 the legislature formally abolished the district system of schools effective April 1, 1893, excepting school districts organized under special acts of the legislature and school districts in unorganized towns and gores.[6] The town system is the basis of the present educational structure in Vermont.

Incorporated School Districts. In addition to the town school districts, there are at present 17 incorporated school districts, sometimes embracing only a part of a town and sometimes apparently including a whole town or parts of two towns.[7] These districts have essentially the same powers as town districts, unless the legislature provided otherwise. They were all created by special act of the legislature. It appears that they may have been created to take advantage of special provisions of law relating to finances.

The present incorporated school districts, with some legislative background for their existence, are as follows:

1. Barton Incorporated District. In 1854 Barton Academy was established in Barton as a high school.[8] In 1886 portions of the town of Barton lying within the limits of School District No. 1 were incorporated as a school district under the name of Barton Academy

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[3] Act of October 31, 1797.

[4] Acts of 1870, #10.

[5] Acts of 1884, #27.

[6] Acts of 1892, #20.

[7] Since this was written, the incorporated districts in the town of Lyndon have voted to combine with the town district.

[8] Acts of 1854, #76.

and Graded School District. Property of Barton Academy became the property of Barton Academy and Graded School District.[9]

2. Wells River Graded School District (now called Wells River Incorporated District). In 1886 School District No. 1 in the town of Newbury was incorporated as Wells River Graded School District.[10]

3. Orleans School District. In 1894 School District No. 7 (existing prior to 1893) was incorporated as Barton Landing Graded School District.[11] In 1910 the district was renamed Orleans Graded School District.[12] In 1929 the name was again changed to Orleans School District.[13] It is presently known as Orleans Incorporated District.

4. Bennington Graded School District. Territory within the town of Bennington situated in the village of Bennington was constituted and incorporated a graded school district in 1870. It acquired the property of school district Nos. 17, 18, and 23 in the town.[14] It was authorized to become enlarged or contracted as the village enlarged or contracted and was to receive the share of four districts in the distribution of public monies. In 1917 the legislature provided that voters within the graded school district could participate in town school district meetings after surrendering the charter of the graded district.[15] An act of 1955 provided for seven school trustees.[16]

5. North Bennington Graded School District. In 1870 School District Nos. 10 and 22 in the town of Bennington were incorporated as the North Bennington Graded School District.[17] In 1925 the boundaries were extended to take in all of the town of Ben-

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[9] Acts of 1886, #169.
[10] Acts of 1886, #168.
[11] Acts of 1894, #204.
[12] Acts of 1910, #326.
[13] Acts of 1929, #177.
[14] Acts of 1870, #121.
[15] Acts of 1917, #321.
[16] Acts of 1955, #310.
[17] Acts of 1870, #124.

nington included within the incorporated village of North Bennington.[18] In 1959 the boundaries were further extended.[19]

6. Greater Bennington School, Inc. In 1935 the town school district of Bennington, except for territory in the North Bennington Graded School District and the Bennington Graded School District, was incorporated as a district.[20] In 1959 this district was reduced in size[21]; in 1961 the district was renamed Greater Bennington Schools, Inc.[22]

7. Underhill Graded School District. In 1892 School District No. 2 in Jericho and No. 3 in Underhill were incorporated as the Underhill Graded School District. The trustees of Bell Institute were authorized to transfer property to this graded school district.[23]

8. North Pownal Graded School District. This graded school district was established in 1892 from School District No. 3 which consisted of School District Nos. 3 and 10, joined together in 1887.[24]

9. Essex Junction Graded School District. In 1872 all of the town of Essex included in School District No. 1 prior to March 1, 1871, was incorporated as a graded school district.[25] In 1925 the district was extended to include lands between Essex Junction Graded School District and Fort Ethan Allen, situated southerly of a brook running westerly from land now owned by the Champlain Valley Exposition, Inc.[26] In 1939 the district was reconstituted to include the village of Essex Junction.[27]

10. Milton Graded School District. In 1872 District Nos. 4, 11, 14, and part of 7 in the town of Milton were incorporated as a graded school district.[28] In 1874 and 1878 as well as 1884 and 1892 the district was enlarged.[29] In 1953 the legislature

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[18] Acts of 1925, #167.

[19] Acts of 1959, #312.

[20] Acts of 1935, #240.

[21] Acts of 1959, #312.

[22] Acts of 1961, #298.

[23] Acts of 1892, #159.

[24] Acts of 1892, #155.

[25] Acts of 1872, #113.

[26] Acts of 1925, #178.

[27] Acts of 1939, #281.

[28] Acts of 1872, #115.

[29] Acts of 1874, #114, #115; Acts of 1878, #171; Acts of 1884, #259; Acts of 1892, #151.

authorized the merger of the town district and the graded school district; it was approved by the voters on December 4, 1952, and February 5, 1953.[30]

11. Enosburg Falls Graded School District. In 1892 District No. 7 in Enosburg was incorporated as a graded school district.[31] In 1953 the legislature authorized the merger of the town district and the graded school district; it was accepted January 19, 1954.[32]

12. Brandon Incorporated District. School District No. 2 of the village of Brandon was incorporated as the Brandon Graded School District in 1886.[33]

13. Lyndon Incorporated District No. 1. In 1872 School District Nos. 13, 14, and 2 were incorporated as School District No. 1 named Lyndon Academy and Graded School.[34] The Caledonia County Grammar School was authorized to transfer property to this school. In 1910 the name was changed to Lyndon Incorporated School No. 1.[35]

14. Lyndonville Graded School District. Territory comprising Lyndonville village and some other land was incorporated as the Lyndonville Graded School District in 1900.[36]

15. Proctor Incorporated District.

16. Middlebury Incorporated District. School District No. 4 in Middlebury was authorized in 1866 to receive the share of two districts in the distribution of public monies.[37] In 1876 it was authorized to receive the share of four districts.[38] An act of 1953 authorized the merger of District No. 4 with the town school district; this evidently took place.[39]

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[30] Acts of 1953, #313.

[31] Acts of 1892, #147.

[32] Acts of 1953, #304.

[33] Acts of 1886, #170.

[34] Acts of 1872, #110.

[35] Acts of 1910, #333. Since this report was written, the incorporated districts in the town of Lyndon have combined with the town district.

[36] Acts of 1900, #196. Since this information was prepared the incorporated districts in Lyndon have combined with the town district.

[37] Acts of 1866, #89.

[38] Acts of 1876, #156.

[39] Acts of 1953, #312.

17. Winooski Incorporated District. Part of the town of Colchester (School District No. 6) was incorporated as Winooski Graded School District in 1872.[40] In 1880 the district was divided into three wards for the purpose of electing trustees.[41] In 1925 it was constituted the Winooski Graded School District as part of the City of Winooski with the same boundaries as the city.[42]

Joint, Contract, or Consolidated Schools. In 1949 the legislature authorized town districts or incorporated districts to enter into contracts for the operation of joint, contract, or consolidated schools.[43] There appears to be one such school in the state -- the Barstow Joint School. For a fuller discussion of this law, see the following discussion under union high school districts.

Union High School Districts. The beginning of the modern "union school movement" in Vermont can be seen in 1945. In his inaugural address to the legislature on January 4, 1945, Governor Mortimer R. Proctor said:

> Consolidation of rural schools in some cases is desirable, but this should be undertaken only after careful consideration by the Department of Education, the municipality involved, and those living in the area affected.[44]

The Governor then recommended the passage of an enabling act by the legislature which would permit adjacent towns to combine into one high school district if they voted to do so, in order to provide more adequate high school facilities.[45]

Evidently this act could not have been very controversial because it was signed by the Governor on February 28, 1945. The act permitted the majority of the voters in a town school district to authorize their directors to form a union high school district with other towns for the maintenance and operation of a high school. It also provided that the expenses of maintenance and operation of the high school should be apportioned among the districts on the basis of the grand lists of the towns comprising each district. It provided that the high school should be under the control of a joint board appointed by the directors of the several towns.[46]

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[40] Acts of 1872, #112.

[41] Acts of 1880, #165

[42] Acts of 1925, #175.

[43] Acts of 1949, #95.

[44] Inaugural Message of Mortimer R. Proctor, Governor of the State of Vermont, to the General Assembly, January 4, 1945, p. 7.

[45] *Ibid*., p. 8.

It can be surmised that even though such permissive legislation had been enacted, it was in such form that it probably could not have been effective. Two major defects might have been that the statute did not indicate the size of the joint school board and also, as shall be seen later, that wide variation existed among the towns in the method of arriving at "grand lists" as a basis for taxation. The latter defect arose because: (1) different listing ratios could be used in the separate towns; or (2) the appraisers in the various towns employed different methods; or (3) it probably was not possible to measure either the need or the ability of the individual towns to support the district high school.

At the Fifth Annual High School Principals Conference held in Montpelier on September 23 or 24, 1948, Dr. Ralph Noble, then Commissioner of Education, foresaw "additional consolidation of high schools due to the high cost per pupil. In the matter of regional high schools . . . the location of such schools and the types of buildings should be determined by joint conferences of local school boards and the State Department of Education."[47]

On February 27, 1948, in addressing the Vermont Rural Policy Committee, Dr. Max W. Barrows stressed the need for the consolidation of secondary schools. He indicated that greater opportunities would be provided for children under a centralized system. Also that in Vermont only 39 percent of the high schools having between 50 and 100 pupils were able to offer courses in agriculture and only 63 percent in home economics. He went on to state that there were no plans for the centralization of elementary schools in the state, except on a town basis.[48]

In 1949 the legislature passed several acts concerning union districts. The 1945 act was amended to change the method of apportionment of expenses from a grand list basis to the ratio of persons between 12 and 18 years of age who were residents in each school district comprising the union.[49]

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[46] Acts of 1945, #66.
[47] The Rutland Daily Herald, September 24, 1948.
[48] Ibid., February 28, 1948.
[49] Acts of 1949, #93.

Another act of the same year authorized union high school districts to issue bonds for land acquisition, construction of school buildings and other facilities, and/or additions to or remodeling of existing facilities.[50]

It will be noted that the 1949 legislation provided for union high school districts only; provisions for union districts for elementary grades were conspicuously absent.

Another act of 1949 provided that the voters of a town school district or incorporated school district could authorize its directors to enter into a contract with other towns "for the financing, construction, maintenance and operation of a competent school or schools to provide means and facilities for the convenient and adequate development, education and training of the youth of such town."[51] This particular act did not specifically provide for either elementary or high schools, thus implying either.

Another act provided that the control of joint, contract, or consolidated schools established by two or more towns should be vested in a joint school board of not less than three members chosen annually from the elected school boards of the respective towns. Membership on the joint board was to be determined by the proportion of the number of pupils from each town to the total enrollment of the joint, contract, or consolidated school.[52]

It is not evident from the act itself whether the legislation was intended to apply to union schools. It would seem this would be the only purpose of the act, but it never became an integral part of the union school legislation. Indeed, union school legislation provided a different method for the election of its directors. Actually, this piece of general legislation had the effect of special legislation because it was probably enacted for the express purpose of remedying a situation in one town in the state.

On June 27, 1949, just a few days before he was to retire, Dr. Ralph E. Noble, Commissioner of Education, indicated that the need for larger school districts which would disregard town lines was one of the most challenging of Vermont's present day educational problems. He indicated that this type of school district would solve Vermont's critical school building problems and, by providing better buildings more favorably located, would make for better teachers and improved curriculum and sensible transportation systems.[53]

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[50] Acts of 1949, #94.
[51] Acts of 1949, #92.
[52] Acts of 1949, #95.

At the third annual meeting of the Vermont Public Education Council in Castleton on August 23, 1949, John S. Hooper of Brattleboro, chairman of the State Board of Education, stated that the board was not convinced either way regarding consolidation.

On September 18, 1949, the State Board of Education issued the following statement regarding consolidation:

> The State Board of Education recognizes the problem of school consolidation is one of the most important and difficult facing Vermont's educational system. For good schools we need good teachers. The supply of teachers with full professional preparation is still not adequate. For good schools, particularly at the secondary level, we need enough pupils to warrant a wide variety of subject offerings. The change in the state aid law has cut out the premium on maintaining small one-room schools. The cost of repairing school buildings is high. All these facts support a trend toward consolidation.
>
> On the other hand, travel during the winter months is difficult in many parts of the state. Parents sometimes object to having their children schooled several miles away from home. In cases where young children are involved, these objections are occasionally justified. Neighborhoods frequently fear that social activity in the immediate community will die out if the school is closed. These facts combine in many localities to maintain schools as they are.
>
> The State Board of Education is definitely and unanimously of the opinion that no one pattern of local school organization -- consolidation or decentralization -- would under present conditions be good for the State of Vermont as a whole. But though no one pattern may be good for the whole state, each locality is faced with the necessity of working out its own pattern of school organization. Good business dictates that no building should be erected until a careful study has been made to determine as nearly as possible: (1) the probable area that

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[53] Burlington Free Press, June 27, 1949.

> building will serve, and (2) the probable educational program that building should house twenty years in the future. Already studies of this sort are in progress in several parts of the state.
>
> In order to provide help for school officials and local citizens' groups in making such studies, the Board has assigned this function to the Division of Education. This Division stands ready to supply not only pertinent facts and figures but also consultant services, in so far as the resources of the Department permit, to authorized local groups which are working on problems of local school organization. The Board believes that along this line of local-state cooperation lies the path to the solution of Vermont's problem of consolidation.[54]

In 1951 the old law (1945) was repealed, and new legislation was passed to establish union high school districts.[55] The 1951 law was repealed in 1953, when a new union high school district law was enacted, but it provided that any union high school created prior to the 1953 enactment should not be affected.[56]

Following is a list of the establishment and disestablishment of union high school districts:

1. Union High School District No. 1, comprising Bennington Graded I.D. and Bennington Rural School, Inc., was organized in 1952 and dissolved by the legislature April 28, 1955.
2. Braintree-Randolph Union High School District No. 2, comprising Braintree Town School District and Randolph Town School District, was organized in 1954. The building was constructed in 1955-56 and serves grades 9-12.
3. Union High School District No. 3, comprising Bridport, Cornwall, Middlebury, Ripton, Salisbury, and Weybridge, was organized in 1954. The building was constructed during 1955-57. It was occupied September 1957 and serves grades 7-12.
4. Woodstock Union High School District No. 4, comprising Bridgewater, Pomfret, and Woodstock, was organized in 1954. The building was constructed

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[54] Rutland *Daily Herald*, September 18, 1949.
[55] Acts of 1951, #83.
[56] Acts of 1953, #202.

in 1955-57 and occupied September 1957. It serves grades 9-12.

5. Union High School District No. 5, comprising the districts of Addison, Ferrisburg, Panton, Vergennes, and Waltham, was organized in 1956. The building was constructed in 1957-1959. Classes began September 1959. It serves grades 7-12.

6. Brattleboro Union High School No. 6, comprising the towns of Brattleboro, Dummerston, Guilford, Putney, and Vernon, was organized in 1956. The Brattleboro High School was purchased. A junior high school wing was built in 1957-1958. Grades served: 7-12.

7. Union High School District No. 7, comprising Highgate and Swanton, was organized in 1958. The bond issue was rejected April 1959. District is now inactive. Grades to have been served: 7-12.

8. Otter Valley Union High School District No. 8, comprising Brandon Town, Brandon Incorporated District, Goshen, Pittsford, and Sudbury, was organized in 1959. The building was constructed in 1960-61 and occupied in September 1961. Grades served: 7-12.

9. Union High School District No. 9, comprising Ryegate and Wells River Incorporated District, was organized in 1959. A bond issue was voted May 1960. Ryegate voted to abolish the union in March 1961. The union was dissolved by the 1961 Legislature. It would have served grades 1-12.

10. Union High School District No. 10, comprising Barton, Irasburg, and Orleans, was organized in 1960. Orleans and Irasburg withdrew effective July 1, 1962.

11. Union High School District No. 11, comprising Barre Town and Williamstown, was organized in 1960. Williamstown withdrew effective July 1, 1962.

12. Union High School District No. 12, comprising Lowell, Newport Town, Troy, and Westfield, was organized in 1960. Newport Town voted to withdraw February 1962.

13. North Country Union High School (No. 13), comprising Coventry, Irasburg, Newport City, Newport Town, and Orleans School District, Inc., was organized in 1962.

14. Mt. Anthony Union High School District No. 14, comprising Bennington Graded School District, Inc., Greater Bennington School District, North Bennington Graded School District, Pownal, Shaftsbury, and Woodford, was organized in 1962.

15. Champlain Valley Union High School District No. 15, comprising Hinesburg, Williston, Shelburne, and Charlotte, was organized in 1962.

16. Union High School District No. 16, comprising Benson, Orwell, Fair Haven, West Haven, and Castleton, was organized in 1962.

17. Union High School District No. 17 comprises Jericho, Underhill Incorporated District, and Underhill Town.

18. Lamoille Union High School District No. 18 comprises Cambridge and Johnson.

Union Elementary School Districts. Union school districts for elementary schools are authorized under 16 VSA 691 as enacted by the 1955 Legislature, but at present no such districts exist. Also, no union districts are operating all grades from kindergarten or 1 through 12, even though the laws of the state do not forbid it.

Interstate High School Districts. The Dresden School District (Interstate) is the only such district, authorized under the laws of Vermont,[57] New Hampshire, and the United States, established to date. It consists of the towns of Norwich (Vermont) and Hanover (New Hampshire).

Supervisory Union Districts. The last type of structure in the educational system of the state to be discussed is the Supervisory Union. This organization may not actually operate and maintain schools as may the other six types, but its function is to supervise varying numbers of school districts.

In 1827 the legislature provided that each town should elect a superintending committee of 3, 5, or 7 persons to have general charge and superintendence of all public schools in the towns.[58] This law was repealed[59] in 1833.

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[57] 16 VSA 731 et seq.
[58] Acts of 1827, #23.
[59] Acts of 1833, #19.

In 1845 the legislature provided that towns could elect one or more superintendents of common schools, that there should be a county superintendent of common schools appointed by the judges of the county courts, and that there should be a state superintendent of common schools appointed annually by the joint assembly.[60]

Laws of 1858 provided that towns were to elect one superintendent of common schools annually.[61] In 1892 the town superintendent was to be appointed by the board of school directors.[62] Two or more towns were authorized to unite to employ a superintendent of schools, if there were not more than 60 nor less than 30 schools.[63] The lower figure was reduced to 20 schools in 1896.[64]

The State Board of Education was authorized to appoint superintendents in 1915 and designate the schools over which they should have supervision.[65] The superintendents had indefinite terms of office. This act did not apply to districts having 25 or more legal schools, in which case the district appointed the superintendent.[66]

In 1923 the local school boards were directed to vote whether to employ a town superintendent, to employ a supervising principal, or to form a union district with other towns to employ a union superintendent.[67] The State Board of Education was to confer with towns voting to form a union district, and with the advice and consent of the directors concerned, to combine the towns into districts. The directors of the union district were to elect a superintendent, but the State Board of Education was to determine the standards of qualification for superintendents and issue certificates.[68]

In 1935 the State Board of Education was directed to combine the state's school districts into supervisory unions as soon as possible, each union approximating 50 teachers, with districts grouped for convenience and efficiency. An exception was made for town or city districts employing 40 or more teachers; they might remain districts. The supervisory union was to elect a superintendent, subject to the approval of the Commissioner of Education. The State Board of Education determined the standards of qualification of the superintendents and was authorized to pass upon the qualifications of candidates.[69]

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[60] Acts of 1845, #37.
[61] Acts of 1858, #1.
[62] Acts of 1892, #21.
[63] Acts of 1892, #21.
[64] Acts of 1896, #19.
[65] Acts of 1915, #64, Sec. 34.
[66] Acts of 1915, #64, Sec. 37.
[67] Acts of 1923, #32, Sec. 2.
[68] Acts of 1915, #64, Sec. 9 & 12.

In 1953 the legislature established a commission to study the problems of supervision of schools.[70] This commission consisted of nine members and submitted its report to the legislature in December 1954.[71] The recommendations of the commission are listed below:

We recommend that the Legislature--

1. Enact legislation to strengthen the supervisory union board by permitting it to hold property, establish a district treasury, and employ staff members other than the superintendent.
2. Enact legislation to permit union boards to contract with a superintendent for a period longer than one year, as at present specified in law.
3. Enact legislation providing state aid for supervisory unions employing clerical, administrative, or supervisory assistants for superintendents.
4. Enact legislation permitting the joint operation of two or more school districts to implement the amendment to Section 64 of the Constitution ratified in 1954.

We recommend that the State Board of Education--

1. As soon as convenient and appropriate, regroup the districts of the several supervisory unions to effect more natural social and economic units of a size large enough to permit efficient specialization of services, particularly supervisory services, at a reasonable cost to the member districts.
2. Employ two to six, but not over six, additional helping teachers to provide leadership in the

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[69] Acts of 1935, #86.

[70] Acts of 1953, #R-54.

[71] Vermont. Commission to Study Supervision of Schools. Report of the ..., December 1, 1954.

improvement of teaching and the study of teaching materials and to coordinate such work among the several districts as outlined in the main body of this report.

We recommend that Board of School Directors, and particularly those in supervisory unions--

1. Study with their superintendents their respective responsibilities in the conduct of their school systems with a view toward achieving an efficient division of time and duties.

2. Study carefully the need for clerical assistance and adequate office facilities for the superintendent. We believe that the work required of superintendents justifies the employment of at least one full-time office secretary in every superintendency.

We recommend that Superintendents of Schools, both individually and in groups--

1. Continue the cooperative study of their jobs as they have been doing during the past year.

2. Continually acquaint the school directors of all districts with the results, and enlist their cooperation.

In addition to specific recommendations, the commission made the following comments relative to "What Constitutes a Good Unit":

> There are at least six important attributes of a good local unit for the administration of schools that are agreed upon by all authorities, and all six have important bearing on the problem in Vermont. A satisfactory local system ought to cover an area in which there is a large degree of social and economic unity. Such an area usually centers around a larger town or city with its stores, churches, theatres, and industrial plants. A preliminary study of this problem shows that there are around forty such areas in the state. Some cover as many as ten or more towns and therefore ten or more independent school systems. In a number of cases, as brought out above in discussing the geographical features of towns, portions of towns lie in different areas. In such districts there is little in common between those sections of a town where the interests and occupations of residents draw them to different centers although

they are joined politically for the purpose of conducting schools.

Next, a good unit will provide a tax base sufficiently broad to iron out some of the inequalities now found in the abilities of town districts to support schools. This means that all the taxable wealth within the unit, comprising the several towns and parts of towns, will support the schools of the area. It will result in the richer parts contributing to the schools in the poorer sections. Lest this proposal come as a shock to some, the reader should be reminded that this is just what has always been done, even under the small district system. It is based on the premise that public schools are the concern of all the people, and all the people's property are taxed for their support. Poor schools in one town are a distinct liability for the whole state as well as for the adjoining towns. A natural social and economic area, comprising usually several towns and parts of towns, would seem a much fairer unit for school taxation and expenditure than the present town unit which has become artificial.

Upon the matter of size of local unit a considerable amount of research has been conducted over the past few years, some of it having to do with Vermont schools. The ideal unit will be large enough to provide nearly complete educational services at a minimum cost and one which will make complete and economical use of special services. Considerable evidence has accumulated to indicate that school systems enrolling fewer than 1,300 pupils in all grades can provide these services only at a higher per pupil cost or by curtailing the educational offering or desirable specialization within the staff. Further economy results as the school system increases in size up to 2,250 pupils, but beyond that figure an increase in size brings relatively small decreases in unit costs. Vermont school systems, then, that approximate 1,300 pupils in size can provide reasonably complete educational programs together with specialized services and organization at a fairly low cost. Those smaller than this size tend to increase rapidly in unit cost as the size decreases or to curtail the program of education which is offered or its quality.

There are now only five school systems in Vermont which enroll 1,300 or more pupils and therefore may be expected to achieve some of the economies due to

> large size depending on the degree of cooperation among the towns. While some areas of the state would of necessity have relatively small and expensive educational systems due to sparsity of population under any plan of districting, the organization of the state into school units based on primary trading areas, as suggested above, would change the statewide picture markedly. Of the 41 areas only 17 would have enrollments below 1,300 pupils. The area unit has other features which make for economy and efficiency. It would have a single lay board of school directors, men and women chosen from and by the entire area. They would employ a single superintendent of schools. Their functions would be similar to those of the present school directors except that more of their time would be spent in consideration of broad problems of policy. Since the superintendent would be working with only one board and one school system, much time would be freed for strictly educational work.
>
> Two other desirable features of this type of school district are the flexibility of school attendance areas and the economy and efficiency to be gained from planning transportation service for the area as a whole instead of small sections of it, as at present. Attendance at other than a school within the town of residence is now a complicated procedure, to be avoided if possible. It involves permission, tuition, and often special arrangements. Most problems of this nature are simplified with the "natural area" district.
>
> What is the bearing of this discussion of the basic local unit on the problem of supervision? Simply this: This plan frees much of the superintendent's time for matters having greater effect on the instruction of children than is possible with so many boards and systems as presently constituted. Without much addition to the cost of overhead, specialized workers, particularly in the field of supervision, can be employed in the larger "natural area" districts. They will work not in many but in one school system and with a single staff of teachers. There would still be the problem of travel from school to school, but even the number of school attendance areas, particularly elementary, would be likely to become smaller in time under the larger "natural area" district plan.

The only apparent action of the 1955 General Assembly was to add another section to the "supervisory union" laws authorizing school districts to apply to the Board of Education for revision of the supervisory union of which it was a part or allowing the board to take the initiative in altering districts. However, it does not appear that the legislature gave any consideration to the proposal to establish school administrative districts on "natural area" or social and economic bases.

Effective September 31, 1963, there were 57 supervisory unions in the State of Vermont, of which 12 were single-member districts. In addition, one of the single member districts was formally allied through the medium of an interstate district to the State of New Hampshire. These supervisory unions included from one to eleven individual town or incorporated districts which were authorized to operate and maintain schools.

INTERNAL ORGANIZATION OF SCHOOL DISTRICTS

The following section of this report indicates the composition, terms of office, methods of appointment, and types and classes of schools of the various school districts in the state. It also indicates the standards for approval of high schools adopted by the State Board of Education.

Governing Boards

Each of the different kinds of administrative organization has a governing board composed of several school directors.

1. State Board of Education. The State Board of Education consists of seven members (two women), appointed by the Governor with the advice and consent of the Senate for overlapping, six-year terms. These members are supposed to be generally representative of the various sectors of the state.

2. Town School Districts. Each town school district has a board of school directors of three or more members elected for either one or three years.[72] Generally, only three directors are required,[73] but one or two additional directors may be elected for one year.[74] The chairman and clerk of the board are elected by the board from its membership.[75] The town clerk is clerk of the school district by virtue of his office.[76] The board annually appoints one or two truant officers.[77] The supervisors in unorganized towns and gores perform the duties of school directors.

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[72] 16 VSA 381 (a).
[73] 16 VSA 381 (a).
[74] 16 VSA 381 (b).
[75] 16 VSA 383.
[76] 16 VSA 411.
[77] 16 VSA 414.

3. Incorporated School Districts. Trustees of the prudential committee of the incorporated school district are generally stipulated in the special act incorporating the district. Other officers are generally the same as for town districts. At the annual meeting, the incorporated district elects a moderator, collector, treasurer, one or three auditors, and may elect a clerk.[78]

4. Joint, contract, or consolidated schools. The joint board is composed of members of the local school boards as follows: The town with the largest number of pupils attending has three members. Each of the other towns has at least one member and its total membership is determined by dividing the number of pupils from the town with the largest enrollment by three, rounding off the quotient to the nearest whole number (called factor), dividing pupil enrollment of each of the other towns by the factor, and rounding off to the nearest whole number -- this number being the number of school directors on the joint board for each of the other towns.[79]

5. Union High School Districts. The number of school directors may be agreed upon in advance, or in the absence of such agreement, will be not less than three nor more than eleven, including at least one from each member district, elected by the member districts. The district also elects a moderator, clerk, treasurer, and three auditors.[80]

6. Union Elementary Districts. Directors are elected in the same manner as for union high school districts.

7. Interstate Union High School Districts. A moderator, clerk, treasurer, and three auditors are to be elected by the district directors. There are two conflicting requirements for membership on the board of school directors of the interstate district under Vermont law:

    a. The first provision of Vermont statutes is that the board of school directors, unless otherwise agreed, consists of from five to eleven directors, at least three of whom shall be elected from each member district in the interstate union district. The total number of directors and the number from each district may be determined by the meeting itself, however.[81]

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[78] 16 VSA 491.
[79] 16 VSA 572.
[80] 16 VSA 613 (b).

b. A second section of the same statute provides that the number of directors from each member district is to be proportionate to the number of pupils from the district. The proportion is to be one director for each 50 students or parts thereof. Each member district is entitled to at least one director of the interstate union high school district. Two auditors shall be elected from the member district having the smallest number of interstate union high school directors.[82]

8. Supervisory Union Districts. A majority of towns comprising a supervisory union constitutes a quorum.[83] Each school board within the supervisory union may elect a single member to represent it.[84] School boards with more than three members elect from their boards three members to represent them at supervisory union meetings.[85] The supervisory union directors meet between March 15 and May 15 to select a superintendent, fix his salary, and provide for his expenses.[86]

Terms of Office

The term of office of members of the State Board of Education is six years. Persons serving six-year terms are not eligible for reappointment. The terms of office of the directors of town school districts, incorporated districts, union high school districts, and interstate union high school districts are three years.[87] The term of office of joint school directors is one year. There is no specific legal indication of the term of office of supervisory union representatives, but presumably this would depend upon the term of the individual in his member district.

Method of Appointment or Election

Members of the State Board of Education are appointed by the Governor with the advice and consent of the Senate.

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[81] 16 VSA 737.

[82] 16 VSA 738.

[83] 16 VSA 263.

[84] 16 VSA 265.

[85] 16 VSA 266.

[86] 16 VSA 301.

[87] Town districts may in some instances have two additional directors with one-year terms.

Members of the town school district board and incorporated district board are elected by the voters of the districts. School directors of union high school boards, joint boards, and interstate high school boards are elected by the member districts. Representatives from member districts to supervisory unions are elected by the school boards of the member districts.

Types and Classification of Schools

The public schools of the State of Vermont are divided into two major categories, elementary and secondary, with certain divisions within each category. A kindergarten is described as a school which receives children under six years of age. It may be established by the board of school directors on the vote of the district.[88]

Elementary Schools. These offer instruction in the rural or elementary school course as promulgated by the State Board of Education. They may include a kindergarten and the ninth grade with the approval of the State Board of Education.[89]

Rural school means an elementary school with not more than two teachers in the same building in which there are regularly employed no other elementary or high school teachers (exclusive of part-time or special subject teachers) and offering instruction for at least the first six years of the elementary course.[90]

Elementary schools must have an eight-year course except for rural schools or other elementary courses with six or more grades.[91]

Secondary Schools. These offer instruction to pupils who have completed the elementary school course or, in the case of junior high or junior-senior high schools, who have completed the rural school course. A legally incorporated educational institution offering instruction equivalent to that of a high school is an academy. The Board of Education determines the standards and must approve the establishment of each secondary school.[92] Private secondary schools are often referred to as approved private schools.

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[88] 16 VSA 791 (3).

[89] 16 VSA 791 (4).

[90] 16 VSA 791 (6).

[91] 16 VSA 791 (9).

[92] 16 VSA 791 (7).

Secondary schools are divided into four classes:

1. Junior high schools with three-year course -- grades 7, 8, and 9.
2. Junior-senior high schools with six-year course -- grades 7, 8, 9, 10, 11, and 12.
3. Four-year high schools with four-year course -- grades 9, 10, 11, and 12.
4. High schools having two or more years in courses only when approved by the State Board of Education.[93]

Standards for Approval of Secondary Schools

The State Board of Education establishes minimum standards for the approval of public high schools. From time to time these standards are revised. By the latest revision, March 12, 1964, the schools were granted a three-year period in which to comply with the minimum standards, provided reasonable progress is shown each year.

Generally, the revised standards raised the minimum level by increasing the number of full-time teachers required in the various classes of high schools, providing maximum (and, of course, arbitrary) teaching loads, and providing specific requirements for school libraries.

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[93] 16 VSA 791 (8).

THE SERVICE PATTERN

Many different kinds of data indicate the overall service pattern of the Vermont educational system. Factors include population, size of schools, enrollments, student-teacher ratios, projections of enrollments, etc. This section will attempt to indicate the trends in some of these patterns.

Population

The population of the state and the trends indicated by changes in population are factors to be considered in educational planning. From various sources it is possible to discover major population trends.[94] Generally, it is believed that the total population of the state will increase in the next 20 years, but that the increase will not be very great and will probably be centered in Chittenden, Rutland, Bennington, and Windsor counties with a slight increase in Windham and Washington counties. The increase will be reflected *primarily in the group* from 0-24 years and in that segment over 65. Probably the population age group from 25-64 will decrease.

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[94] Squire, Horace H., and Scheele, Karl A., "A Projection of the Vermont Population," Central Planning Office, Montpelier, Vt., 1964.

Stockwell, Edward G., "Age Composition of the Northeast Region," University of Conn., 1962.

Stockwell, Edward G., "Population of the New England States," University of Conn., 1963.

Vermont Department of Health, "State of Vermont, Population Characteristics of Public Significance," Montpelier, Vt., 1963.

Woodward, Florence M., "The People of Vermont," Vermont Development Commission, Montpelier, Vt., 1958.

The number of towns with population below 500 will likely increase; those with population between 500 and 5,000 will likely decrease; and those with population over 5,000 will probably increase.

The population of the state will likely continue to move from rural to rural nonfarm and urban areas.

Because the school districts in Vermont are presently coterminous with town boundaries, these population trends are important to the educational system; also, the trends in towns apply directly to most educational units in the state.

Population Change 1900-1960. Only seven towns (3 percent) increased in population at every census from 1900-1960; 32 towns (13 percent) showed no population increase at any census. Of these latter towns, 50 percent had participated in a school study since 1952. Of the 246 towns and cities comprising town school districts, 149 had had school study committees since 1952. Table 1 shows these comparisons.

Table 1. Population Change, 1900-1960, and School Study Participation

Gain in town population			
Number of census periods	Number of towns	Percent of towns	Number of towns that had school study committee
0	32	13.0	16
1	50	20.3	26
2	67	27.2	42
3	42	17.1	29
4	30	12.2	22
5	18	7.3	10
6	7	2.9	4

Population Change 1950-1960. From 1950-1960, 145 towns lost or gained 0-10 percent population; 72 lost or gained 10-20 percent. During the same period the towns with population from 251-500 showed the greatest change, while those from 501-750, 0-250, and 1001-1500 showed the next greatest changes (Table 2).

Table 2. Population Change, 1950-1960

		Town population, 1950									
Percent change[a]		0- 250	251- 500	501- 750	751- 1,000	1,001- 1,500	1,501- 2,000	2,001- 5,000	5,001- 10,000	10,000 and +	Total
0 -	+	4	9	10	7	15	7	11	5	4	72
10	-	13	15	9	14	7	7	5	2	1	73
10-	+	2	3	2	1	4	6	3	1		22
20	-	6	14	14	8	5	1	2			50
20-	+			1		2	1	1			5
30	-	4	8	1	1						14
30-	+		1			1					2
40	-	2									2
40-	+		1								1
50	-	1									1
50-	+										
60	-	1									1
60-	+										
70	-										
70-	+										
80	-										
80-	+							1			1
90	-										
90-	+	1									1
100	-										
100-	+							1			1
100+	-										
Total	+	7	14	13	8	22	14	17	6	4	105
Total	-	27	37	24	23	12	8	7	2	1	141
Grand total		34	51	37	31	34	22	24	8	5	246
Percent		13.8	20.7	15.0	12.6	13.8	8.9	9.8	3.3	2.0	

[a] Percent change from 1950 to 1960 census:
+Increase in population from 1950.
-Decrease in population from 1950.

The Agricultural Experiment Station at the University of Connecticut has prepared a New England-wide population projection. The results of that projection as it relates to the State of Vermont indicate that the population of the state may be expected to increase from 390,000 in 1960 to 451,000 in 1980 (Table 3).

Table 3. Projection of the Population of Vermont by Age 1960-1980[a]

Age	1960	1965	1970	1975	1980
All ages	389,881	401,100	416,600	433,500	450,700
0-4	43,873	48,700	53,800	57,100	59,500
5-9	40,732	41,700	46,500	51,400	54,300
10-14	37,996	38,100	39,100	43,800	48,300
15-19	31,717	36,400	36,400	37,400	41,900
20-24	22,413	28,600	32,500	31,900	33,000
Total 5-24	132,858	144,800	154,500	164,500	177,500
25-29	21,043	19,200	25,600	28,600	27,600
30-34	22,903	18,900	17,500	23,900	26,300
35-39	23,882	21,400	17,600	16,400	22,900
40-44	23,131	22,700	20,300	16,700	15,600
45-49	22,225	21,800	21,400	19,100	15,500
50-54	20,938	20,900	20,400	20,000	17,800
55-59	18,748	19,500	19,500	19,100	18,700
60-64	16,539	17,000	17,700	17,600	17,200
Total 25-64	169,409	161,400	160,000	161,400	161,600
65	43,741	46,200	48,300	50,500	52,100

[a] Source: Connecticut. University of.... Agricultural Experiment Station. Illustrative Projection of the Population of the New England States by Age and Sex, 1960 to 1980. Progress Report No. 51. Connecticut Population Report No. 7 (by Edward G. Stockwell) (no date), pp. 29. Data have been combined and subtotals drawn from original data here.

School Population

Although the total state population is important in an analysis of educational service, a more important factor is the school population.

Enrollments 1953-1962. From 1953 to 1962 elementary enrollment increased approximately 16 percent or an average of 1.6 percent per year, ranging from -0.01 to +2.93 percent.

In the same period high school enrollments increased approximately 45 percent or an average of 4.2 percent per year, ranging from +2.73 to +6.28 percent. The overall increase was +2.6 percent per year. See Table 4.

Enrollments 1963-1980. To indicate present and future adequacy one needs to have some idea of the future size of the student population.

Since there does not appear to be any official projection of school population in Vermont, it was necessary to project the present school population in order to have a general idea of the approximate size of the schools' clientele in the years to come.

This rising trend is based upon past birth rates. A slightly increasing birth rate was projected for the State of Vermont for the years 1963-1975.

The range of possible error in population predictions is great. But if the projections are even 50 percent accurate, the implications for the State of Vermont are profound.

> ONE OBSERVATION DERIVED FROM THIS STUDY IS THAT NO PROJECTION OF SCHOOL AGE POPULATION IS AVAILABLE TO PERSONS RESPONSIBLE FOR EDUCATIONAL PLANNING THROUGHOUT THE STATE. SUCH A PROJECTION, UPDATED TO REFLECT THE ACCUMULATION OF NEW DATA, SHOULD BE UNDERTAKEN.

Method for Estimating Public School Enrollment. To project the public school population from 1963-1980, the following method was employed.

1. The school census taken annually in each town appears to be the most reliable basis for estimating school enrollment. From the school census data a projection was made and from this the numbers of public school students were estimated.

2. A survival-migration ratio was established for each age group in the census for each year from 1952 through 1962 to determine what percentage of the original entering class continued through the various grades. The number of seven-year-olds one fall was divided by the number of six-year-olds the previous fall, etc., to establish these percentages (Appendix Table I).

3. A projection of the birth rate from 1963 to 1972 was also necessary in order to indicate the number of six-year-olds from 1969 to 1980. Appendix Table II gives the number of births in Vermont from 1930 to 1963.

4. After establishing the survival-migration ratios for each age, these ratios were applied to the appropriate age groups in succeeding years. This application produced figures indicating the number of a particular age that would survive throughout the several school years. If there was a trend evident in the survival-migration ratios, the trend was used; if not, the average of the ratios was used.

5. Vermont laws provide that five-year-old children may be enrolled in the public schools at the beginning of the school year (September) if their sixth birthday occurs before January 1. So it was desirable to add, to the previously obtained results, the number of children between 5 3/4 and 6 years.

6. The percentage of private and public enrollment was calculated and applied to the projection of the census to determine the number of public school students. Finally, the number of public high school students was estimated. Table 5 gives the results of this projection.

As a check upon the first projection high school enrollments were estimated by another method (Table 6). The results of this projection are included in Table 7 and compare reasonably well with the first projection on a survival-migration method.

Table 4. Vermont Pupil Census, 1952-1962[a]

Age	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
6	6044	8158	7760	7649	7507	7692	7805	7931	7944	8019	8145
7	6256	6621	8374	7893	7694	7692	7807	7976	7890	7952	8263
8	6336	6450	6573	8528	7859	7645	7624	7862	7906	7885	8112
9	6573	6449	6420	6488	8417	7822	7781	7541	7735	7858	7949
10	6170	6722	6480	6448	6431	8396	7787	7692	7594	7713	7883
11	5942	6259	6851	6436	6372	6382	8263	7723	7553	7572	7752
12	5601	5905	6287	6809	6395	6415	6420	8315	7683	7590	7577
13	5379	5659	5948	6124	6780	6363	6326	6334	8113	7647	7593
14	5061	5339	5613	5833	6025	6658	6229	6134	6193	7905	7733
15	4855	4999	5278	5345	5750	5935	6532	6076	5993	6048	7939
16	4559	4800	4835	4985	5216	5496	5627	6221	5865	5858	5879
17	3914	4229	4254	4319	4428	4788	4932	5176	5591	5192	5210
18	2255	2774	3005	2938	3174	3386	3482	3698	3828	4070	3780
Total 6-18	68,945	74,364	77,678	79,795	82,048	84,670	86,615	88,679	89,888	91,309	93,815
5 3/4-6 yrs.	2297	2445	2444	2561	2558	2355	2410	2518	2673	2480[b]	2540[b]
TOTAL	71,242	76,809	80,122	82,356	84,606	87,025	89,025	91,197	92,561	93,789	96,355

[a] Source: Adapted from Vermont Department of Education, "Annual School Census Reports."

[b] Estimated.

Table 5. Actual and Projected Rate of Growth in Vermont High School Enrollments, 1951-1980

	Actual								
Year	Private	Growth ratio	Log.	Public	Growth ratio	Log.	Total	Growth ratio	Log.
1951	4,060			16,119			20,179		
1952	4,165	102.6	2.0111	16,787	104.1	2.0174	20,952	103.8	2.0162
1953	4,161	99.9	1.9996	17,272	102.9	2.0124	21,433	102.3	2.0099
1954	4,209	101.2	2.0052	17,936	103.8	2.0162	22,145	103.3	2.0141
1955	4,373	103.9	2.0166	18,444	102.8	2.0120	22,817	103.0	2.0128
1956	4,785	109.4	2.0390	18,654	101.1	2.0047	23,439	102.7	2.0115
1957	5,205	108.8	2.0366	19,440	104.2	2.0178	24,645	105.1	2.0216
1958	5,649	108.5	2.0354	20,108	103.4	2.1045	25,757	104.5	2.0191
1959	5,963	105.6	2.0237	20,714	103.0	2.0128	26,677	103.6	2.0153
1960	6,180	103.6	2.0153	21,498	103.8	2.0162	27,678	103.8	2.0162
1961	6,419	103.9	2.0166	22,872	106.4	2.0270	29,291	105.8	2.0245
1962	6,702	104.4	2.0187	24,428	106.8	2.0286	31,130	106.3	2.0265
Total			22.2178			22.1796			22.1877
G-Mean		104.7			103.8			104.0	

(Continued on page 38)

Table 5. Actual and Projected Rate of Growth in Vermont High School Enrollments, 1951-1980(Cont.)

Year	Projected		
	Private	Public	Total
1963	7,017	25,356	32,375
1964	7,347	26,320	33,670
1965	7,692	27,320	35,017
1966	8,054	28,358	36,418
1967	8,433	29,436	37,875
1968	8,829	30,555	39,390
1969	9,244	31,716	40,966
1970	9,678	32,921	42,605
1971	10,133	34,172	44,309
1972	10,609	35,471	46,081
1973	11,108	36,819	47,924
1974	11,630	38,218	49,841
1975	12,177	39,670	51,835
1976	12,749	41,177	53,908
1977	13,348	42,742	56,064
1978	13,975	44,366	58,307
1979	14,632	46,052	60,639
1980	15,320	47,802	63,065

Table 6. Total Elementary and High School Enrollments, 1953-1963[a]

Year	Elementary enrollment	Percent increase	High school enrollment	Percent increase	Total enrollment	Percent increase
1953-54	44,601		21,433		66,034	
1954-55	45,909	2.93	22,145	3.32	68,054	3.06
1955-56	46,844	2.04	22,817	3.03	69,661	2.36
1956-57	47,365	1.11	23,439	2.73	70,804	1.64
1957-58	48,650	2.71	24,645	5.15	73,295	3.52
1958-59	49,171	1.07	25,757	4.51	74,928	2.23
1959-60	50,159	2.01	26,677	3.57	76,836	2.55
1960-61	51,411	2.50	27,678	3.75	79,089	2.93
1961-62	51,405	-0.01	29,291	5.83	80,696	2.03
1962-63	51,663	0.44	31,130	6.28	82,793	2.60
Average		1.64		4.23		2.55

[a] Source: Basic data, State Department of Education.

Table 7. Projection of School Census, State of Vermont, 1963-1980[a]

Age	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
6	8065	8017	8066	8047	8021	7839	7915	7991	8069	8147	8226	8306	8387	8468	8551	8633	8717	8801
7	8335	8253	8204	8254	8154	8208	8022	8099	8177	8257	8337	8418	8500	8582	8665	8750	8834	8920
8	8296	8368	8286	8237	8287	8187	8241	8054	8131	8210	8290	8370	8452	8534	8616	8700	8785	8869
9	8092	8275	8347	8265	8216	8266	8167	8220	8034	8111	8189	8269	8349	8431	8513	8594	8678	8763
10	7959	8102	8285	8357	8275	8226	8276	8177	8230	8044	8121	8199	8279	8359	8441	8523	8604	8688
11	7858	7934	8076	8258	8247	8249	8200	8250	8151	8204	8018	8095	8173	8253	8332	8414	8496	8576
12	7756	7862	7938	8080	8262	8251	8253	8204	8254	8155	8208	8022	8099	8177	8257	8336	8418	8500
13	7522	7699	7805	7880	8021	8202	8191	8193	8144	8194	8095	8148	7963	8040	8117	8197	8275	8357
14	7474	7404	7578	7682	7756	7895	8073	8062	8064	8016	8065	7968	8020	7838	7914	7990	8068	8145
15	7589	7335	7266	7437	7539	7612	7748	7923	7912	7914	7867	7915	7820	7871	7692	7767	7841	7918
16	7660	7322	7077	7010	7175	7274	7344	7475	7644	7633	7635	7590	7636	7545	7594	7421	7494	7565
17	5293	6897	6593	6372	6312	6460	6550	6613	6730	6883	6873	6875	6834	6875	6794	6838	6682	6748
18	3794	3854	5022	4801	4640	4596	4704	4770	4816	4901	5012	5005	5006	4977	5006	4947	4979	4866
6-18	95693	97322	98543	98680	98905	99265	99684	100031	100356	100669	100936	101180	101518	101950	102492	103110	103871	104716
5 3/4-6	2525	2540	2534	2526	2469	2493	2517	2541	2566	2591	2616	2641	2667	2693	2719	2745	2772	2799
Total	98218	99862	101077	101206	101374	101758	102201	102572	102922	103260	103552	103821	104185	104643	105211	105855	106643	107515
Estimated public school enrollment from projection of school census:	83407	84803	85835	85944	86087	86413	86789	87104	87401	87688	87936	88165	88474	88863	89345	89892	90561	91302
Estimated public high school enrollments:	25356	26320	27320	28358	29436	30555	31716	32921	34172	35471	36819	38218	39670	41177	42742	44366	46052	47802

Based on actual

Based on projections

[a]Source: Individual district reports in Department of Education.

Vermont High Schools

In addition to the total number of students enrolled or expected to be enrolled in the State of Vermont, one might want to know something about the schools these students are or will be attending. This can be indicated by enrollments, teachers, physical size, curriculum offerings, etc.

Number of High Schools. From 1952 to 1962 the number of public high schools in the state has remained relatively stable, varying from 80 to 85. The majority of the high schools have had an enrollment between 50 and 249 students, the next largest category being between 250 and 449 (Appendix Table III).

Table 8 shows public high school enrollment by size of school for the school years 1952-53 to 1962-63. The table gives both the number of schools in each category and the percentage of the total. The number of schools with enrollments under 50 and between 50 and 249 has decreased, while the number with enrollments between 250-449, 450-649, and 650-849 has increased. The number of schools with over 850 enrollment, although not static, has not changed appreciably.

Enrollment by Grades. One may learn something about the size of the schools by checking the enrollment among the grades included. Table 9 gives these data for public and private high schools from 1951 through 1962.

High School Operation. Table 10 shows the number of public high school teachers per 100 students in Vermont from 1952 to 1962. The largest number of schools have a ratio between 5.0 and 5.9. Appendix Table IV gives the number of teachers in each public high school in the state from 1952 to 1962. The student-teacher ratios (number of teachers per 100 students) for the same schools and time periods are shown in Appendix Table V. High school tuition rates for the same years are listed in Appendix Table VI.

Table 8. Public High School Enrollment, 1952-1963

Size of school	Number and percent	SCHOOL YEAR 1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963
49 or less	Actual	6	5	8	6	4	6	5	4	2	2	2
	Percent	7.4	6.2	9.9	7.5	4.9	7.2	6.0	4.7	2.4	2.4	2.4
50 - 249	Actual	56	55	51	51	57	52	51	51	53	50	45
	Percent	69.1	67.9	63.0	63.8	69.5	62.7	61.4	60.0	63.1	59.5	54.2
250 - 449	Actual	11	14	13	14	12	14	16	17	16	15	18
	Percent	13.6	17.3	16.0	17.5	14.6	16.9	19.3	20.0	19.0	17.9	21.7
450 - 549	Actual	4	3	5	5	4	7	6	7	6	11	8
	Percent	4.9	3.7	6.2	6.3	4.9	8.4	7.2	8.2	7.1	13.1	9.6
650 - 849	Actual	1	0	1	0	2	1	2	3	4	3	7
	Percent	1.2	0.0	1.2	0.0	2.4	1.2	2.4	3.5	4.8	3.6	8.4
850 - 1049	Actual	2	3	2	1	1	0	1	1	1	1	0
	Percent	2.5	3.7	2.5	1.3	1.2	0.0	1.2	1.2	1.2	1.2	0.0
1050 - 1249	Actual	0	0	0	2	1	2	1	1	1	0	1
	Percent	0.0	0.0	0.0	2.5	1.2	2.4	1.2	1.2	1.2	0.0	1.2
1250 & over	Actual	1	1	1	1	1	1	1	1	1	2	2
	Percent	1.2	1.2	1.2	1.3	1.2	1.2	1.2	1.2	1.2	2.4	2.4
Total	Actual	81	81	81	80	82	83	83	85	84	84	83
	Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 9. High School Enrollments, 1951-1952[a]

Year[b]	Number of schools	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	P.G.	Sp.	Total	Percent
1951											
Public	81	1,783	1,736	3,826	3,344	2,922	2,479	24	5	16,119	79.9
Private	24	37	51	1,056	1,012	986	903	10	5	4,060	20.1
Total	105	1,820	1,787	4,882	4,356	3,908	3,382	34	10	20,179	
1952											
Public	81	1,855	1,845	3,951	3,379	3,045	2,682	25	5	16,787	80.1
Private	23	12	42	1,130	1,011	993	955	8	14	4,165	19.9
Total	104	1,867	1,887	5,081	4,390	4,038	3,637	33	19	20,952	
1953											
Public	81	1,870	1,938	4,084	3,500	3,041	2,779	38	22	17,272	80.6
Private	23	34	43	1,117	1,075	973	891	19	9	4,161	19.4
Total	104	1,904	1,981	5,201	4,575	4,014	3,670	57	31	21,483	
1954											
Public	81	2,022	1,964	4,238	3,667	3,207	2,798	34	6	17,936	81.0
Private	23	11	36	1,134	1,067	1,025	924	11	1	4,209	19.0
Total	104	2,033	2,000	5,372	4,734	4,232	3,722	45	7	22,145	
1955											
Public	80	2,048	2,095	4,235	3,806	3,324	2,897	28	11	18,444	80.8
Private	23	18	31	1,179	1,118	1,034	976	13	4	4,373	19.2
Total	103	2,066	2,126	5,414	4,924	4,358	3,873	41	15	22,817	
1956											
Public	82	1,907	1,934	4,484	3,853	3,430	3,003	30	13	18,654	79.6
Private	24	48	31	1,439	1,175	1,103	975	10	4	4,785	20.4
Total	106	1,955	1,965	5,923	5,028	4,533	3,978	40	17	23,439	

[a] Source: Vermont Department of Education, Division of Instruction: "Comparative High School Enrollment."

[b] Indicates fall enrollment.

Table 9. High School Enrollments, 1951-1952 (concluded)

Year	Number of schools	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	P.G.	Sp.	Total	Percent
1957											
Public	83	2,024	2,047	4,755	4,028	3,401	3,151	31	23	19,440	78.9
Private	24	11	19	1,477	1,495	1,155	1,011	17	20	5,205	21.1
Total	107	2,035	2,066	6,232	5,523	4,556	4,142	48	43	24,645	
1958											
Public	84	2,143	2,059	4,635	4,397	3,679	3,138	43	14	20,108	78.1
Private	24	47	34	1,537	1,471	1,451	1,058	24	27	5,649	21.9
Total	108	2,190	2,093	6,172	5,868	5,130	4,196	67	41	25,757	
1959											
Public	85	2,474	2,143	4,583	4,144	4,021	3,298	32	19	20,714	77.6
Private	25	33	68	1,483	1,529=	1,471	1,358	17	4	5,963	22.4
Total	110	2,507	2,211	6,066	5,673	5,492	4,656	49	23	26,677	
1960											
Public	84	2,497	2,407	4,967	4,106	3,788	3,660	51	22	21,498	77.7
Private	25	52	56	1,711	1,406	1,504	1,398	40	13	6,180	22.3
Total	109	2,549	2,463	6,678	5,512	5,292	5,058	91	35	27,678	
1961											
Public	84	2,577	2,593	5,780	4,567	3,850	3,426	66	13	22,872	78.1
Private	25	64	60	1,865	1,619	1,352	1,408	39	12	6,419	21.9
Total	109	2,641	2,653	7,645	6,186	5,202	4,834	105	25	29,291	
1962											
Public	83	2,556	2,716	5,890	5,392	4,236	3,536	89	13	24,428	78.5
Private	24	27	37	1,826	1,876	1,593	1,309	28	6	6,702	21.5
Total	107	2,583	2,753	7,716	7,268	5,829	4,845	117	19	31,130	

Table 10. Number of Public High Teachers per 100 Students, 1952-1962

		FREQUENCY (NUMBER OF SCHOOLS)									
		SCHOOL YEAR									
Ratio		1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
1.9 or less	Actual										
	Percent										
2.0 - 2.9	Actual							1			
	Percent							1.2			
3.0 - 3.9	Actual	3	1	2	1		8	1	1	5	2
	Percent	3.7	1.2	2.5	1.3		9.6	1.2	1.2	6.0	2.4
4.0 - 4.9	Actual	20	17	22	20	19	27	15	23	24	27
	Percent	24.7	21.0	27.2	25.0	23.2	32.5	18.1	27.1	28.6	32.1
5.0 - 5.9	Actual	25	27	23	28	27	22	25	18	26	28
	Percent	30.9	33.3	28.4	35.0	32.9	26.5	30.1	21.2	31.0	33.3
6.0 - 6.9	Actual	14	19	17	15	19	11	16	18	20	10
	Percent	17.3	23.5	21.0	18.8	23.2	13.3	19.3	21.2	23.8	11.9
7.0 - 7.9	Actual	11	6	7	6	7	7	13	8	3	8
	Percent	13.6	7.4	8.6	7.5	8.5	8.4	15.7	9.4	3.6	9.5
8.0 - 8.9	Actual	2	6	5	3	3	5	7	7		5
	Percent	2.5	7.4	6.2	3.8	3.7	6.0	8.4	8.2		6.0
9.0 - 9.9	Actual	4	1	1	5	3	1	1	5	3	2
	Percent	4.9	1.2	1.2	6.3	3.7	1.2	1.2	5.9	3.6	2.4
10.0 - 10.9	Actual	1	3	3	2	3	2	2	1		1
	Percent	1.2	3.7	3.7	2.5	3.7	2.4	2.4	1.2		1.2
11.0 - 11.9	Actual		1	1					1	3	
	Percent		1.2	1.2					1.2	3.6	
12.0 - 12.9	Actual	1							2		
	Percent	1.2							2.4		
13.0 +	Actual							2	1		1
	Percent							2.4	1.2		1.2
Total	Actual	81	81	81	80	82	83	83	85	84	84
	Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 11. School Building Projects Completed in Vermont[a] July 1, 1953–June 30, 1962

Projects	Number	Student capacity	Cost for state[b] aid purposes	Amount of state aid paid
New high school buildings	16	7,035	$12,200,464.48	$3,517,727.88
New elementary buildings	74	12,941	12,143,858.86	3,270,162.31
Elementary additions and alterations	113	--	4,963,163.25	1,352,538.92
High school additions and alterations	35	--	2,965,930.16	885,368.47
Totals	235		$32,273,416.75	$9,025,797.58

[a] Source: Department of Education, Division of Administration. "School Building Projects Completed in Vermont, July 1, 1953 through June 30, 1962." January 3, 1963.

[b] From July 1, 1962 to June 30, 1964, building projects completed were: 10 new elementary schools, 3 new high schools, 10 elementary additions or alterations, and 4 high school additions or alterations. Additional classrooms provided were: 71 elementary, 68 high school and 28 special high school. For costs involved see Biennial Report of the State Board of Education for the two years ending June 30, 1964.

Table 12. Trends in Numbers of Schools, 1950-1962[a]

Class of school	1950-1951	1951-1952	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957[b]	1958-1959	1959-1960	1960-1961	1961-1962
Elementary											
1-room school (Gr. 1-6 or 1-8)	438	388	376	347	257	211	197	115	86	70	61
2-room school (Gr. 1-6 or 1-8)	100	102	96	94	88	75	74	61	91	77	79
3 or more rooms (Gr. 1-6 or 1-8)	187	187	198	206	214	213	201	222	225	223	235
Secondary											
4-year high school (Gr. 9-12)	35	35	35	34	35	36	41	45	45	43	45
2-year high school (Gr. 9 and 10)	2	2	1	1	1	1	1	1	1	0	0
Junior high school (Gr. 7-9)	0	0	1	1	1	1	2	4	5	6	6
Senior high school (Gr. 10-12)	0	0	0	0	0	0	1	2	3	3	2
Jr.-Sr. high school (Gr. 7-12 & Gr. 8-12)	44	43	42	43	40	38	37	32	31	32	31
TOTAL	806	757	749	726	636	575	554	482	487	454	459

[a] Source: Vermont Department of Education, Education Research & Statistics Section. March 26, 1963.
[b] Source: Source did not provide data for year 1957-1958.

From July 1, 1953 through June 30, 1962 a total of 235 school building projects were completed at a total cost for state aid purposes of $32,273,416.75; $9,025,797.58 in state aid was paid for these projects. Included were 16 new high school facilities with a total student capacity of 7,035; 74 new elementary buildings with a total student capacity of 12,941. In addition, 113 elementary and 35 high school projects involved additions and alterations. Table 11 summarizes these data (page 46).

From 1950 to 1961 the number of schools was reduced from 806 to 459, or 43 percent. Most of this reduction resulted from the elimination of one- and two-room schools, but an increase in the number of elementary schools with one or more rooms made the achievement appear less dramatic than it actually was. The number of one-room elementary schools dropped from 438 in 1950 to 61 in 1961 -- 86 percent. Table 12 presents these data (page 47).

There appears to be a serious shortage of classroom facilities to accommodate the increasing numbers of students. Two primary factors are the obsolescence of old facilities and the increasing student population. In 1961-1962 there were over 5,000 students in excess of the normal capacity of public schools in Vermont (Table 13).

Table 13. Pupils in Excess of Normal Plant Capacity, 1961-1962[a]

	1961	1962
Elementary	3,411	2,793
Secondary	1,871	2,618
Total	5,312	5,411

[a]Source: U.S. Bureau of the Census. Statistical Abstract of the United States. 1962 and 1963 editions.

Looked at in another way, the number of additional classrooms needed approximates 9-13 percent of the present total. About 50 percent of the need is to accommodate excess enrollment. The other half is to replace unsatisfactory facilities. Table 14 shows statistics for three years concerning these needs.

Table 14. Instructional Rooms in Public Elementary and Secondary Schools, 1960-1963[a]

	1960-1961	1961-1962	1962-1963
Number rooms available at beginning	3,197	3,325	3,368
Number rooms completed during year	161	98	69
Number rooms abandoned	48	63	26
Available end of year	3,310	3,360	3,411
Additional rooms needed	315	320	447
To accommodate excess enrollment	199	192	227
To replace unsatisfactory facilities	116	128	220
Instructional rooms scheduled for completion next year	83	32	104

[a] Source: Office of Education, U.S. Department of Health, Education, and Welfare. Digest of Educational Statistics.

The last item in Table 14 shows that the facilities to be completed annually do not adequately meet the needs. There are not enough data to indicate whether the situation is improving or deteriorating from year to year. However, data should become available so that trends can be computed.

COMPARISON OF THREE PLANS FOR EQUALITY IN EDUCATIONAL OPPORTUNITIES

There are two major goals to be considered in creating school districts: (1) to achieve a district large enough to permit economies of scale and (2) to develop a district with characteristics that insure equality of educational opportunity.

We shall consider the second of these two goals in this section. We have developed the hypothesis that to achieve equality of educational opportunity in Vermont, it is necessary to plan school districts relatively equal in five major characteristics. These characteristics are: fair market value of the assessed property in the district, average daily membership, total school tax, total property tax, and the total number of pupils. If these factors are approximately equal from district to district, then educational opportunities also will be approximately equal as far as can be achieved through district division. In this section, then, we will compare three different sizes of educational districts with reference to the degree of equality obtained in these five characteristics. Compared are the 12-district plan proposed by the Governor's Task Force on education, the 28-district plan suggested in this report, and the present system of 257 town or incorporated school districts.

Fair Market Valuation

Because the tax base appears to be one of the factors which should be considered in planning educational districts, the theoretical fair market valuation under the three plans is compared here. Under the present plan (257 districts), the mean (average) fair market valuation of all districts is $5,867,617; under the 12-district plan, $124,197,895; under the 28-district plan, $53,228.135.[95]

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[95] When this comparison was made no figures were available concerning the actual fair market value in each town in Vermont. Therefore, the theoretical fair market valuation presented in the 1962 Biennial Report of the State Tax Commissioner was used for comparative purposes.

Under the 257-district plan, individual valuations in the districts vary from the mean from 0.18 to 2282 percent; under the 28-district plan, from 46.50 to 251.55 percent; under the 12-district plan, from 29.54 to 221.71 percent.

Table 15 shows the number and percent of districts that fall within each 10-percent deviation from the mean under each plan. The modal (most common) class for each plan is:

12-district plan -- 30-40 or 40-50 percent deviation
28-district plan -- 10-20 percent deviation
257-district plan -- 80-90 percent deviation

Table 15. Fair Market Valuation Deviations From the Mean for Each Plan

Percent deviation	12-District		28-District		257-District	
	No.	%	No.	%	No.	%
0 - 10	1	8.3	10	35.7	11	4.4
10 - 20	1	8.3	11	39.3	10	4.0
20 - 30	3	25.0	2	7.1	10	4.0
30 - 40	3	25.0	2	7.1	16	6.4
40 - 50	1	8.3			31	12.3
50 - 60	1	8.3	1	3.6	30	11.9
60 - 70	1	8.3			27	10.7
70 - 80					29	11.5
80 - 90					42	16.7
90 - 100					23	9.1
100+	1	8.3	2	7.1	23	9.1

Table 16 shows the cumulative number and percent of districts with deviations less than specified percentages from the mean for each plan. Under the 12-district plan 42 percent of the districts deviate less than 30 percent; 16 percent deviate less than 20 percent. Under the 28-district plan over 82 percent of the districts deviate less than 30 percent; 75 percent deviate less than 20 percent. Under the 257-district plan, 12 percent of the districts deviate less than 30 percent; only 8 percent deviate less than 20 percent.

The cumulative number and percent of districts with deviations greater than specified percentages from the mean under each plan are shown in Table 17. Under the 12-district plan, 58 percent of the districts deviate more than 30 percent from the mean. Under the 28-district plan, 18 percent of the districts deviate more than 30 percent. Under the 257-district plan, 88 percent of the districts deviate more than 30 percent. The reason the 28-district plan appears more favorable is that the districts are organized on the basis of an approximately equal valuation and with reference to major highway interconnections.

Table 16. Cumulative "Less Than" Fair Market Valuation Deviations From the Mean for Each Plan

Percent less than	12-District No.	 %	28-District No.	 %	257-District No.	 %
10	1	8.3	10	35.7	11	4.4
20	2	16.7	21	75.0	21	8.4
30	5	41.7	23	82.1	31	12.4
40	8	66.7	25	89.2	47	18.8
50	9	75.1	25	89.2	78	31.1
60	10	83.4	26	92.8	108	43.4
70	11	91.7	26	92.8	135	53.7
80	11	91.7	26	92.8	164	65.2
90	11	91.7	26	92.8	206	81.9
100	11	91.7	26	92.8	229	91.0
3000	12	100.0	28	100.0	252	100.0

Table 17. Cumulative "More Than" Fair Market Valuation Deviations From the Mean for Each Plan

Percent more than	12-District No.	 %	28-District No.	 %	257-District N	 %
0	12	100.0	28	100.0	252	100.0
10	11	91.6	18	64.5	241	95.7
20	10	83.3	7	25.2	231	91.7
30	7	58.3	5	18.1	221	87.7
40	4	33.3	3	11.0	205	81.3
50	3	25.0	3	11.0	174	69.0
60	2	16.6	2	7.4	144	57.1
70	1	8.3	2	7.4	117	46.4
80	1	8.3	2	7.4	88	34.9
90	1	8.3	2	7.4	46	18.2
100	1	8.3	2	7.4	23	9.1

Average Daily Membership

Under the 12-district plan the average (mean) daily membership (ADM) is 6,191; under the 28-district plan, 2,653; under the 257-district plan, 302.

Under the 257-district plan, the ADM in each district varies from the mean from 1.45 to 1502 percent. Under the 28-district plan the ADM in each district varies from the mean from 48.95 to 171.06 percent. Under the 12-district plan, the ADM in each district varies from the mean from 49.58 to 169.52 percent.

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Table 18 shows the number and percent of districts that fall within each 10 percent deviation from the mean under each plan. The modal class for each plan is:

12-district plan -- 10-20 or 20-30 percent deviation
28-district plan -- 10-20 percent deviation
257-district plan -- 40-50 or 50-60 percent deviation

Table 18. Average Daily Membership Deviations From the Mean for Each Plan

Percent deviation	12-District		28-District		257-District	
	No.	%	No.	%	No.	%
0 - 10	1	8.3	8	28.6	20	8.1
10 - 20	3	25.0	11	39.3	17	6.9
20 - 30	3	25.0	3	10.7	22	8.9
30 - 40	2	16.7	1	3.6	12	4.9
40 - 50	1	8.3	2	7.1	26	10.6
50 - 60	2	16.7	2	7.1	26	10.6
60 - 70					25	10.2
70 - 80			1	3.6	27	11.0
80 - 90					32	13.0
90 -100					15	6.1
100+					24	9.8

School Tax

Under the 12-district plan the mean school tax is \$1,641,729.19; under the 28-district plan, \$703,241.55; under the 257-district plan, \$80,084.35. (This comparison assumes that the taxes for the individual towns within each district can be combined to arrive at the total for the district.)

Under the 257-district plan, the school tax in each district varies from no tax to 1848 percent of the mean; under the 28-district plan, from 40 to 210 percent; under the 12-district plan, from 41 to 213 percent.

Total Tax

Under the 12-district plan, the mean total tax is \$3,074,304.99; under the 28-district plan, \$1,317,632.47; under the 257-district plan, \$149,966.10. (This comparison assumes that the taxes for the individual towns within each district can be combined to arrive at the total for the district.)

Under the 257-district plan, the total tax in each district varies from 2.95 to 2385 percent of the mean; under the 28-district plan, from 40.53 to 271.40 percent; under the 12-district plan, from 35.80 to 220.32 percent.

Pupil Census

Under the 12-district plan the mean pupil census is 7,608 in 1961 and 7,813 in 1962; under the 28-district plan, 3,261 in 1961 and 3,348 in 1962; under the 257- district plan, 371 in 1961 and 381 in 1962.

Under the 257-district plan, the pupil census in each district varies from the mean from 2.43 to 1432 percent in 1961 and from 1.57 to 1721 percent in 1962. Under the 28-district plan, the pupil census in each district varies from the mean from 49.89 to 162.96 percent in 1961 and from 48.84 to 195.91 percent in 1962. Under the 12-district plan, the pupil census in each district varies from the mean from 43.22 to 203.69 percent in 1961 and 42.19 to 223.09 percent in 1962.

Conclusions

In this study we have assumed the desirability of achieving as high a degree of equality as possible in five factors -- fair market value, average daily membership, school tax, total tax, and pupil census. The closer the fair market value in each district is to equality, the closer the other factors are to equality. All factors become more nearly equal in the 28-district plan than in the 12-district plan proposed by the Governor's Task Force or in the existing 257-district system.

The present system of 257 educational districts in Vermont cannot adequately provide equal educational opportunity. With deviations as large as 80 percent from the mean in the majority of the districts under the present system, there is slight probability of equality.

Although the proposal of the Governor's Task Force provides less disparity than the present system, those districts probably will not provide the maximum in equality of educational opportunity.

EDUCATIONAL FINANCING

The financing of elementary and secondary education in Vermont is based primarily upon the laws of the state. This financing reflects federal, state, and local activity as well as the activity of various intermediate units of education. The financing of education is also reflected in particular activities relating to education: general state aid, state aid for building construction, local taxes, tuition payments and reimbursements, transportation charges, federal aid for particular activities, e.g., construction, vocational education, vocational rehabilitation, school lunches, federal forestry receipts, etc.

Agencies Involved

The federal, state, and local agencies involved in financing education in Vermont include: (1) governor, (2) legislature, (3) state treasurer, (4) director of finance, (5) state auditor, (6) board of education, (7) commissioner of education and department of education, (8) 257 town and incorporated school district boards, (9) the several boards of selectmen, village trustees, and prudential committees of the various towns, cities, villages, etc. within the state, (10) local boards of listers, (11) school district treasurers, (12) 50 some odd superintendents of schools, (13) union high school districts, (14) interstate high school districts, and (15) the various components of the federal government.

Total state funds appropriated for education in the State of Vermont have increased from approximately $5 million in 1952 to $13 million in 1963. In 1952, of the total $5 million, approximately $3 million was appropriated for elementary and secondary education; in 1963 approximately $6 million was appropriated (Appendix Table XVIII).

Provision of Funds

The governor's role in the financing of education is, of course, that of recommending to the legislature the amounts he believes are required to support educational activities for the next biennium. He does this on the basis of budget requests submitted by the Department of Education and other educational agencies, analyses made by the Budget and Management Division within the Department of Administration, and the hearings held in connection with the budget. Finally, he submits his budget to the legislature.

Various committees of the legislature hold hearings on educational financing proposals. If the proposal requires new taxation, the House Committee on Ways and Means and the Senate Finance Committee consider the measure. If it is merely an appropriations measure, the Appropriations Committees of the two houses consider it. In addition, the Education Committees of the two houses may consider some of these measures. An appropriations bill is finally introduced into the legislature by the Appropriations Committee of the House of Representatives. After debate in both houses of the legislature, it is finally passed and sent to the governor for his approval.

The role of the State Department of Education in relation to the financing of education is varied. Initially, it must submit a budget request to the governor. Under 16 VSA 1, the Department of Education is given the power to supervise and direct the execution of all laws relating to education. Under 16 VSA 143 the Board of Education is directed to supervise the expenditure of all state money for educational purposes, and under the same statute it is also authorized to inspect all institutions in which that money may be used. It may receive and use money from private persons and other sources. This provision does not extend to educational institutions such as colleges and universities, which are not under the control of the Department of Education.

Application of Funds

The funds provided for educational purposes are applied in various ways depending upon the level of government of the expending agency, particular provisions of law, and actions of the expending agency.

The funds supplied by the legislature to the State Department of Education are expended for two general objects: (1) to carry on the activities of the State Department of Education and (2) to grant money to local educational agencies. Not all funds expended by the State Department of Education are directly educational in nature, but are more of the type of special activities, such as arts and crafts expenditures, vocational rehabilitation, etc. Also, some of these activities may be carried on by the Department of Education because of the requirements of federal laws.

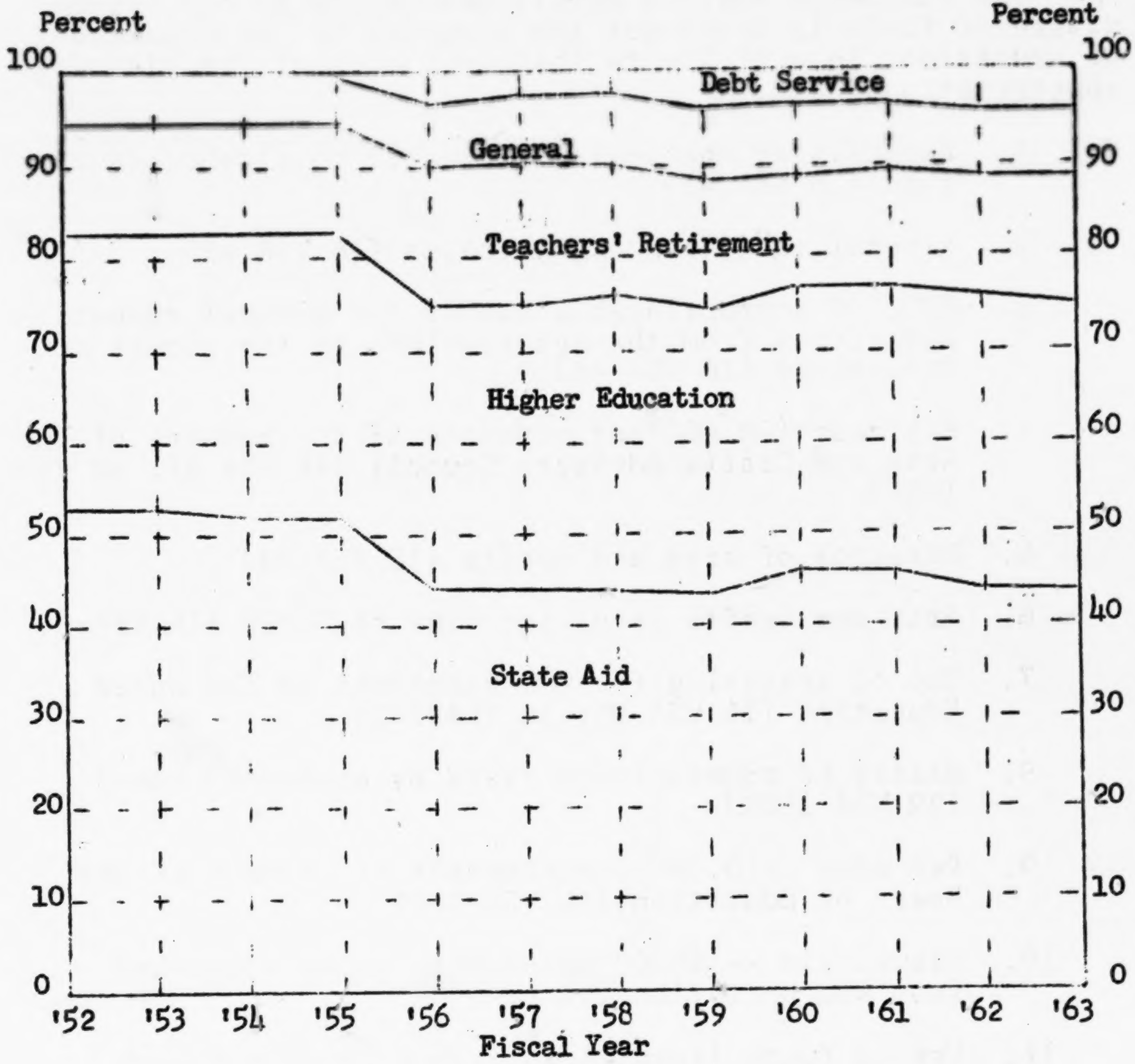

Figure 1. Percentages of State Appropriations for Education, by Major Categories, 1952-1963

State Department Activities

The following special provisions relate to the expenditure of funds to carry out the programs of the Department of Education, in addition to the provisions of the biennial appropriations acts.

1. Expenses of the advisory council on alcohol education (16 VSA 41)
2. Alcohol education scholarships (16 VSA 43)
3. $20,000 appropriated annually for alcohol education activities from the net receipts of the liquor control board (16 VSA 44)
4. Per diem ($8.00) and expenses of the members of the Arts and Crafts Advisory Council (16 VSA 81; 32 VSA 1008)
5. Director of arts and crafts (16 VSA 83)
6. Arts and crafts revolving fund of $1500 (16 VSA 84)
7. Use of special gifts and donations by the Board of Education (16 VSA 85; 16 VSA 143)
8. Salary of commissioner fixed by emergency board (32 VSA 1007)
9. Per diem ($10.00) and expenses of members of the Board of Education (32 VSA 1008)
10. Visual aid -- $5000 biennially to be allocated from appropriation (16 VSA 144a)
11. Use of funds (royalties) from sale of textbook (16n VSA 146)
12. Cooperation for vocational training for veterans (16 VSA 149a)
13. Employment of deputy commissioners and helping teachers (16 VSA 203)
14. Payment for instruction of state wards at Weeks School (16 VSA 802)
15. Payment for education of children of certain deceased veterans (16 VSA 803)

16. Acceptance of federal funds for school lunch and milk programs (16 VSA 1263)

17. Annual appropriation of $10,000 from board funds for physical education activities (16 VSA 1385)

18. Instruction of handicapped children (16 VSA 2944)

19. Expenses of members of Advisory Council on Special Education (16 VSA 2945)

20. Withholding of state aid on account of reimbursement for education of handicapped children (16 VSA 2948)

21. Interstate agreements for specialists in reference to handicapped children (16 VSA 2949)

22. Transportation for handicapped children (16 VSA 2951)

23. Payment of U.S. deposit moneys (16 VSA 3301)

24. Supervision of certain funds of permanent school fund (16 VSA 3345)

25. Supervision of consolidated school fund (16 VSA 3382)

26. Administration of funds from federal government for reducing educational inequalities (16 VSA 3541)

27. Acceptance of federal funds for school construction (16 VSA 3581)

28. Payment to towns from community schoolhouse funds (16 VSA 3745)

State Grants to Local Agencies

The following provisions relate to the granting of state funds to local educational agencies:

29. Payment of part of tuition at vocational schools outside district (16 VSA 1026)

30. Reimbursement for installation of equipment for school lunches (16 VSA 1261)

31. Construction (building) aid - regular (16 VSA 3448)

32. Construction aid - in reference to facilities for the retarded (16 VSA 3457)

33. Special construction aid (16 VSA 3449)

34. State aid - regular (16 VSA 3464)

Local District Source of Funds

The basic source of educational funds in Vermont is from local taxes. Each town school district (and incorporated district) supports its schools to the extent determined by the voters of the district. On the basis of its grand list (1 percent of the listed value of the real and personal estate and polls) the district votes a tax in specific amounts or as a rate on a dollar of its grand list (16 VSA 3222).

If a district is also a member of a union high school (or elementary school) district, it must assess upon the grand list its share of the expenses of the union district (16 VSA 641). If the district is a member of an interstate high school union district, it must do likewise (16 VSA 749).

If a town district does not maintain a high school, it must furnish secondary instruction to its pupils at other high schools approved by the State Board of Education.

Of the various administrative units for educational purposes, three types do not actually have taxing ability, although two of these receive tax support indirectly through the member districts. Union high school districts and interstate districts cannot tax directly; supervisory union districts cannot levy taxes, direct or indirect.

Tied somewhat loosely to the basic form of finance (local taxation) are various forms of state aid to local school districts.

General state aid may be used without limitation only for current expenses, which are defined as transportation, advanced instruction, supervision, and teacher salaries (16 VSA 3445). In order to receive state aid, school districts must comply with legal provisions relating to teachers' salaries, appointment of superintendents, and reporting procedures (16 VSA 3444 (a)). However, state law also provides that state aid may not be denied unless the district unreasonably refuses to comply with legal requirements (16 VSA 3444 (b)). There is no definition of "unreasonably."

A new general state aid formula adopted by the 1964 legislature in special session is based on the concept of the ability of the district to support its schools. A determination of the equalized grand list (actual fair market valuation of property) must be made by the Tax Commissioner and the foundation program cost must be determined by adding the costs of elementary and secondary education, which are based on average daily membership multiplied by average current expenditure. Local capacity is determined by adding to 100 percent of the equalized grand list 50 percent of national forest moneys received during the preceding year and all nonmatching federal funds received during the preceding year.

Basic need of each school district is then computed by ascertaining whether in the preceding year the district expended for its resident pupils more or less than the foundation program cost. If the district expended less, its basic need is the actual expenditures, but if the district expended more, its basic need is considered the foundation program cost. State aid is generally the amount by which basic need exceeds local capacity. To prevent any undue hardships because of the adoption of this formula the legislature provided four years before its full effects could be felt. If state appropriations are greater or lesser than the amounts required under this formula, the state aid is prorated (16 VSA 3463-3467).

State aid for construction is authorized to 30 percent of the approved cost of the construction (16 VSA 3448). Building construction aid is also provided to public and nonprofit educational institutions for construction for the education of retarded pupils up to 30 percent of the approved cost (16 VSA 3457).

Union high schools and interstate high schools may receive building construction aid, also.

Various other provisions of law relating to the financing of education are:

1. Special taxes of not over $8 may be assessed on the polls in the grand list in each year for improvements, interest, and principal payments on current indebtedness and prior improvement bonds, or for paying tuition for students going out of the district (#40, Acts of 1963).

2. If a rural school raises money other than by taxation for improvement of its building or grounds, the state may supply an equal amount not in excess of $100 in any year to that district provided certain requirements are met (16 VSA 3745).

3. Amounts expended by the State Board of Education for special education may be withheld from the state aid due the school district (16 VSA 2948).

4. The Board of Education may reimburse school districts up to 50 percent of the amount expended for installing facilities and equipment for school lunches (16 VSA 1261).

5. The state reimburses town districts not having vocational courses for 50 percent of their tuition expenditures for sending pupils to schools having such courses (16 VSA 1026).

6. In certain circumstances the state will pay the expenses of students under 21, whose fathers were veterans killed in the wars of the United States, up to $150 in any year for any student and not more than $1500 in any one year total (16 VSA 8030).

7. Provision is made for reimbursement, under certain conditions, by the Social Welfare Department for state charges it places in the school district (16 VSA 801).

8. Towns pay up to $475 tuition for students who go to school in other districts (16 VSA 793).

TEACHERS RETIREMENT SYSTEM

In Vermont a State Teachers' Retirement system provides retirement and disability benefits to its members. The following pages indicate the scope of coverage (membership), retirement and disability benefits, contributions by individuals and the state, and the financing of the system over a period of years.

Membership[96]

Membership is required of all persons entering the teaching profession in Vermont after July 1, 1947, except those who join a local system and waive state benefits within 75 days after becoming a teacher (16 VSA 1933 (a)). Membership is also required of those who were already teachers unless the benefits of the system were waived within 75 days after July 1, 1947 (16 VSA 1933 (b)). Members of systems existing prior to July 1, 1947 have their accumulated savings transferred to the new system (16 VSA 1934 (a)). Credit is given towards membership service for military duty (16 VSA 1936 (a)). An absence of more than six years in a seven-year period terminates membership (16 VSA 1933 (d)).

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[96] The term teacher as used in the laws relating to the system is defined as follows (16 VSA 1931):

> "Teacher" shall mean any teacher, principal, supervisor, or superintendent regularly employed in a public day school within the state, or in any school or teacher-training institution located within the state, controlled by the state board of education, and supported wholly by the state; or in any nonsectarian private school which serves as a high school for the town or city in which the same is located, provided such school is not conducted for personal profit. It shall also mean any person employed in a teaching capacity in certain public or quasi-public institutions designated for such purposes by the board of trustees in accordance with section 1935 of this title . . .

Service Retirement

Members may retire at age 60 (16 VSA 1937 (a) (1)), but they are required to retire at the end of the school year in which they become 70 (16 VSA 1937 (a) (2)). However, the board may allow a member to remain on a year-to-year basis up to five years after he has reached the age of 70.

A member who is not 60 but who has completed 35 years of creditable service may retire on a special retirement allowance (16 VSA 1937 (c)).

Teachers with 15 years' service, including five most recent years in Vermont, may be entitled to a disability pension in case of physical or mental inability to continue teaching (16 VSA 1938 (a)). If the member has reached the age of 60 he receives a service retirement allowance; otherwise, a disability retirement allowance (16 VSA 1938 (c)).

Retirement Benefits

Service Retirement. Upon service retirement, the allowance consists of (1) an annuity which is the actuarial equivalent of the member's accumulated contributions; (2) a pension equal to 1/140 of his average final compensation times number of years of membership service not in excess of 35 years; and (3) if a prior service certificate is in effect an additional pension equal to 1/70 of his average final compensation not less than $1800 times number of years of prior service not exceeding numbers of years which, when added to membership service, shall equal 35 years (16 VSA 1937). Regulation for retirement after 35 years of service when member has not reached 60 years of age provides an annuity which is the actuarial equivalent of accumulated contributions at date of retirement; plus a pension which is actuarial equivalent of a pension payable at age 60 equal to service retirement pension accrued to date; and if he has prior service certificate an additional pension . . . (16 VSA 1937).

Disability Retirement. If member has reached the age of 60 he receives a service retirement allowance and if not a disability retirement allowance consisting of (1) an annuity which is the actuarial equivalent of accumulated contributions; (2) a pension equal to 9/10 of 1/140 of average final compensation times number of years of membership service not in excess of 35; and if he had a prior service certificate, an additional pension equal to 1/10 of 1/70 of average final compensation not less than $1800 times number of years of prior service not exceeding the number of years which, when added to years of membership service, equal 35 years (16 VSA 1938).

Contributions

The members of the system contribute to the annuity savings fund according to actuarial determinations. The contribution of each member is made by payroll deduction, except in certain instances, such as members who have had service outside the state and persons who wish to reinvest certain funds previously withdrawn.

The amounts paid by the state into the pension fund consist of the "normal contribution" and the "accrued liability contribution" rates, which are determined after each actuarial valuation. They are based upon the total compensation of the members. After June 30, 1960 the amount of the state's annual accrued liability contribution must be at least 3 percent larger than the preceding annual accrued liability contribution.

In addition to the normal and accrued liability contributions by the state, the state pays for the expense of administration of the system.

Exempt Provisions

Members' compensation deducted for contribution to the system and rights to annuity, pension, and retirement allowances are not subject to taxation by the state (16 VSA 1946).

APPENDIX

Table I. Survival-Migration Ratios, 1952-1962[a]

Age	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	Average
6-7	109.55	102.65	101.71	100.59	102.46	101.50	102.19	99.48	100.10	103.04	102.33
7-8	103.10	99.28	101.84	99.57	99.36	99.12	100.70	99.12	99.94	102.01	100.40
8-9	101.78	99.53	98.71	98.70	99.53	101.78	98.91	98.38	99.39	100.81	99.75
9-10	102.27	100.48	100.44	99.12	99.75	99.55	98.86	100.70	99.72	100.32	100.12
10-11	101.44	101.92	99.32	98.82	99.24	98.42	99.18	98.19	99.71	100.51	99.68
11-12	99.38	100.45	99.39	99.36	100.67	100.60	100.63	99.48	100.49	100.07	100.05
12-13	101.04	100.73	97.41	99.57	99.50	98.61	98.66	97.57	99.53	100.04	99.27
13-14	99.26	99.19	98.07	98.38	98.20	97.89	96.96	97.77	97.44	101.12	98.43
14-15	98.77	98.86	95.23	98.58	98.51	98.11	97.54	97.70	97.66	100.43	98.14
15-16	98.87	96.72	94.45	97.59	95.58	94.81	95.24	96.53	97.75	97.21	96.48
16-17	92.76	88.73	89.33	88.83	91.79	89.74	91.99	89.87	88.53	88.94	90.04
17-18	70.87	71.06	69.06	73.49	76.47	72.72	74.98	73.96	72.80	72.80	72.82

[a] Ratios are obtained by dividing one year's census figure for each age group by the previous year's census figure for the same age group minus one year to determine the percentage of students who survived from one census period to the next. See discussion under "Method."

Table II. Rate of Increase in Vermont Births, 1930-1963

Year	Number of births	Percent of previous year	Cumulative average
1930	6,789	--	--
1931	6,795	100.09	100.09
1932	6,351	93.47	96.78
1933	6,186	97.40	96.99
1934	6,429	103.93	98.72
1935	6,586	102.44	99.47
1936	6,405	97.25	99.10
1937	6,313	98.56	99.02
1938	6,330	100.27	99.18
1939	6,344	100.22	99.29
1940	6,677	105.20	99.88
1941	6,719	100.67	99.95
1942	6,893	102.59	100.17
1943	7,052	102.31	100.34
1944	6,519	92.44	99.77
1945	6,569	100.77	99.84
1946	7,985	121.56	101.20
1947	9,327	116.81	102.12
1948	9,001	96.50	101.80
1949	9,051	100.56	101.74
1950	8,754	96.72	101.49
1951	8,934	100.42	101.44
1952	9,010	102.49	101.49
1953	9,166	101.73	101.50
1954	9,120	99.56	101.42
1955	9,200	100.81	101.39
1956	9,082	98.72	101.29
1957	9,300	102.40	101.33
1958	9,245	99.41	101.26
1959	9,301	100.61	101.24
1960	9,279	99.76	101.19
1961	9,249	99.68	101.14
1962	9,039	97.73	101.03
1963[b]	8,748	96.78	100.90

[a] Source: State of Vermont. Health Department. Division of Vital Statistics. Vital Statistics (annual report).

[b] Preliminary figure.

Table III. Public High School Enrollments

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963
Alburg	69	74	86	82	80	64	80	82	76	70	64
Arlington	154	157	166	172	168	159	160	165	153	162	183
Barre	882	880	846	873	833	815	667	682	690	728	826
Barton	87	88	107	104	115	116	136	135	135	139	148
Bellows Falls	532	512	506	530	557	569	621	635	613	638	700
Bennington	594	620	639	566	521	476	477	498	511	536	588
Bennington Rural					115	124	131	137	139	160	164
Bethel	85	92	87	106	119	123	137	137	138	137	153
Bradford	248	241	247	255	264	288	278	286	298	291	273
Brandon	212	253	250	283	294	265	307	311	316		
Brattleboro	818	851	945	1091	1045	1097	1146	1179	1208	1286	1329
Bristol	196	186	209	236	223	208	222	228	225	255	287
Burlington Jr.								654	651	578	635
Burlington Jr.-Hunt								481	534	602	625
Burlington Sr.	1551	1596	1661	1643	1682	1725	929	937	964	903	1066
Cabot	32	36	39	45	44	47	38	40	54	56	63
Canaan	62	65	75	63	77	94	93	94	98	99	115
Chelsea	61	64	67	64	65	64	54	55	62	76	82
Chester	236	269	302	226	236	253	256	261	233	244	269
Concord	52	71	77	87	74	76	77	77	94	104	111
Craftsbury	56	58	67	68	69	72	77	78	79	74	74
Danville	102	116	113	118	125	80	87	88	97	103	119
Derby	147	148	150	159	152	162	291	297	293	302	317
Enosburg Falls	191	187	200	253	245	253	243	256	245	248	270
Essex Junction	312	319	349	375	422	319	378	388	360	431	503
Fairfax	127	141	146	136	138	146	184	186	130	147	152
Fair Haven	231	231	232	239	245	256	258	268	280	328	346
Franklin	67	66	62	58	53	63	62	65	80	67	83
Greensboro	32	44	45	45	74	75	82	83	76	50	55
Groton	53	53	50	43	41	48	49	50	64	67	64

Table III. Public High School Enrollments (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963
Hardwick	205	202	238	247	147	163	150	154	153	196	219
Hartford Jr.	276	261	270	279	318	312	360	372	379	303	341
Hartford Sr.	204	215	208	227	223	230	287	293	288	320	330
Highgate	111	111	107	87	115	126	132	136	142	163	188
Hinesburg	107	112	118	125	84	102	125	131	120	135	143
Hyde Park	123	115	113	131	70	71	80	83	76	79	97
Island Pond	56	50	57	62	61	87	86	87	82	83	76
Jacksonville	59	58	60	63	65	70	114	121	118	118	109
Jeffersonville	115	110	137	152	154	160	125	126	126	133	142
Jericho	61	70	68	63	56	60	67	73	83	91	98
Johnson	126	124	125	138	134	137	140	147	147	150	163
Ludlow	263	255	265	280	285	308	283	292	283	296	315
Marshfield	69	80	45	86	47	49	61	63			
Middlebury	300	302	290	325	328	526	602	626	666	663	662
Middletown Springs	59	55	49	44	50	47	24	42	45	38	34
Milton	157	181	207	227	251	261	273	282	289	329	330
Montpelier	461	442	474	460	493	524	562	564	583	630	701
Morrisville	354	348	375	392	376	383	230	230	231	226	276
Newbury	56	64	64	60	62	67	68	69	67	67	71
New Haven	44	38	43	57	68	112	64	108	93	58	96
Newport Center	80	90	94	101	112	86	75	77	71	67	75
Newport City	170	161	180	167	179	201	188	193	203	211	244
North Bennington	171	174	179	171	161	162	183	190	181	199	200
Northfield	207	241	231	239	242	246	277	278	299	298	285
North Troy	109	119	125	137	147	84	94	94	93	90	93

Table III. Public High School Enrollments (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963
Orleans	152	157	149	136	152	168	174	180	157	187	211
Orwell	29	33	30	28	25	29	25	25	58	52	
Otter Valley										566	554
Pittsford	117	134	127	141	152	160	146	148	147		
Plainfield	60	88	59	81	74	61	57	58	109	116	108
Poultney	223	239	255	255	246	235	239	239	242	254	279
Proctor	125	125	132	135	150	141	179	181	188	197	215
Randolph	275	259	274	296	236	246	244	244	277	280	305
Richford	226	231	220	206	239	231	256	262	254	255	252
Richmond	77	76	73	76	81	90	90	91	97	102	123
Rochester	55	64	75	76	83	74	71	71	72	66	84
Rutland Jr.						547	570	584	608	646	631
Rutland Sr.	536	559	619	629	667	481	588	593	592	600	666
St. Johnsbury	152	164	171	166	163	162	164	168	163	152	175
Shelburne	48	55	64	67	63	74	66	69	70	76	87
Shoreham	47	43	42		67	72	83	90	105	103	115
South Burlington										605	688
South Royalton	142	130	128	130	133	141	143	145	141	145	163
Springfield	886	983	1045	1146	1184	1233	1337	1355	1340	1270	1264
Stowe	159	139	129	151	78	149	161	164	178	177	170
Swanton	67	70	67	72	94	85	90	93	106	127	145
Vergennes	252	272	269	291	319	315	391	412	414	463	515
Waitsfield	93	84	91	85	74	73	80	83	73	69	66
Wallingford	166	173	169	165	168	190	227	231	230	238	254
Waterbury	308	299	288	304	295	305	336	345	370	364	382

Table III. Public High School Enrollments (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962	1962-1963
Wells River	68	58	46	44	50	48	39	39	36	40	40
West Rutland	144	142	162	162	189	189	148	148	146	146	172
Williamstown	143	158	177	158	164	89	100	101	106	119	111
Wilmington	102	101	109	113	120	125	144	151	144	151	132
Windsor	420	449	482	520	525	564	658	672	653	681	676
Winooski	289	291	313	301	294	300	417	446	445	512	543
Woodstock	294	300	326	342	265	252	257	257	263	289	350
Totals	16,787	17,272	17,936	18,444	18,654	19,440	20,108	20,714	21,498	22,872	24,428

Table IV. Number of High School Teachers, 1952-1962

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Alburg	5	5	5	5	5	5	5	6	5	5
Arlington	8	8	8	8	9	9	9	11	9	10
Barre	42	43	41	41	42	36	41	36	37	37
Barton	7	7	7	7	7	7	8	9	8	9
Bellows Falls	27	28	28	27	29	25	32	29	28	28
Bennington	35	38	37	37	32	26	28	28	28	28
Bennington Jr.					5	6	7	9	8	8
Bethel	4	6	6	6	7	7	8	9	8	8
Bradford	13	13	13	13	14	13	16	15	15	15
Brandon	11	11	12	14	16	14	15	15	15	
Brattleboro	42	46	50	54	53	46	61	57	55	60
Bristol	11	11	11	13	14	11	15	13	14	14
Burlington Sr.	64	69	68	71	73	68	78	44	33	43
Burlington Jr.								28	25	29
Burlington Jr. (Hunt)								24	22	25
Cabot	4	4	4	4	4	4	5	6	5	5
Canaan	3	4	4	4	4	5	6	6	5	5
Chelsea	4	4	4	4	4	4	4	5	4	4
Chester	12	13	14	13	13	12	15	13	13	13
Concord	4	4	4	5	5	5	6	6	5	5
Craftsbury	3	5	5	5	5	5	5	7	6	6
Danville	6	6	6	6	7	6	6	7	6	6
Derby	10	10	10	10	10	10	14	14	13	15
Enosburg Falls	10	10	10	11	11	10	12	12	12	12
Essex Junction	14	16	17	17	17	15	20	18	16	19

Table IV. Number of High School Teachers, 1952-1962 (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Fairfax	6	7	7	7	7	7	7	8	6	7
Fair Haven	12	13	13	13	14	12	14	14	13	15
Franklin	4	4	4	6	5	5	5	6	5	5
Greensboro	3	3	3	4	4	5	6	7	6	4
Groton	4	4	5	4	4	4	4	6	5	5
Hardwick	10	11	11	12	9	9	9	10	9	8
Hartford Sr.	14	14	14	14	13	11	16	15	16	19
Hartford Jr.	11	12	13	13	13	11	16	12	15	12
Highgate	5	5	5	5	5	6	6	8	7	7
Hinesburg	6	6	6	6	5	5	5	7	6	7
Hyde Park	6	6	6	6	5	5	7	6	5	6
Island Pond	4	4	4	4	4	4	5	6	5	5
Jacksonville	6	6	6	6	7	7	7	11	11	10
Jeffersonville	6	6	8	8	8	7	8	8	7	6
Jericho	4	4	4	5	4	4	4	5	5	6
Johnson	5 1/2	6	6	7	7	7	8	9	8	9
Ludlow	12	11	13	12	12	12	15	13	11	12
Marshfield	4	5	4	6	6	4	5	5	6	6
Middlebury	18	18	18	19	19	23	30	27	28	30
Middletown Springs	4	4	4	4	5	5	5	5	5	5
Milton	8	9	10	10	10	11	12	13	12	13
Montpelier	23	24	26	24	24	22	28	28	26	28
Morrisville	16	16	17	19	19	15	20	12	10	11
Newbury	4	4	5	6	5	6	7	7	6	6
New Haven	4	4	5	4	5	6	5	6	6	4

Table IV. Number of High School Teachers, 1952-1962 (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Newport Center	5	6	6	6	6	5	7	7	4	5
Newport City	12	12	12	12	12	11	12	12	11	11
North Bennington	8	8	8	9	9	8	8	10	9	10
Northfield	11	11	11	11	12	10	15	14	12	12
North Troy	7	7	7	7	7	5	5	6	5	6
Orleans	8	8	9	9	8	9	10	11	10	10
Orwell	1	1	1	1	1	1	1	1	3	3
Otter Valley										26
Pittsford	9	9	9	9	9	9	9	10	9	
Plainfield	4	5	4	5	5	4	5	5		
Poultney	11	12	13	14	13	12	14	13	13	13
Proctor	12	13	13	13	13	10	12	14	12	12
Randolph	13	12	12	13	11	12	14	13	13	14
Richford	10	10	10	11	11	10	12	11	11	11
Richmond	5	5	5	5	5	5	5	7	6	6
Rochester	4	5	5	5	5	5	5	6	5	5
Rutland Sr.	39	38	39	33	34	25	33	29	25	32
Rutland Jr.						20	23	25	27	29
St. Johnsbury	10	11	10	10	10	9	11	11	11	11
Shelburne	4	5	5	5	4	4	4	6	8	7
Shoreham	3	3	3		5	5	6	8	6	6
South Burlington										28
South Royalton	7	7	8	8	8	7	10	8	8	8
Springfield	46	52	55	58	59	53	74	63	61	61
Stowe	8	9	11	8	8	12	12	11	11	11

Table IV. Number of High School Teachers, 1952-1962 (Concluded)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Swanton	6	6	5	5	6	6	7	8	6	7
Vergennes	10	13	13	13	14	14	17	18	19	20
Waitsfield	5	6	6	5	5	4	6	6	5	6
Wallingford	6	8	8	8	8	8	9	11	11	11
Waterbury	14	15	15	15	15	12	16	14	14	15
Wells River	5	5	4	4	4	4	4	5	4	4
West Rutland	10	9	8	9	9	9	9	10	9	9
Williamstown	7	7	8	8	8	5	7	6	7	6
Wilmington	8	9	9	9	9	9	11	11	10	11
Windsor	21	21	23	24	24	22	30	29	29	31
Winooski	11	12	12	12	12	12	12	17	17	18
Woodstock	18	18	18	19	19	13	18	16	15	15

Table V. Teacher-Student Ratio[a] - Public High Schools, 1952-1962

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Alburg	7.2	6.8	5.8	6.1	6.3	7.8	6.3	7.3	6.6	7.1
Arlington	5.2	5.1	4.8	4.7	5.4	5.7	5.6	6.7	5.9	6.2
Barre	4.8	4.9	4.8	4.7	5.0	4.4	6.1	5.3	5.4	5.1
Barton	8.0	8.0	6.5	6.7	6.1	6.0	5.9	6.7	5.9	6.5
Bellows Falls	5.1	5.5	5.5	5.1	5.2	4.4	5.2	4.6	4.6	4.4
Bennington High School	5.9	6.1	5.8	6.5	6.1	5.5	5.9	5.6	5.5	5.2
Bennington Junior					4.3	4.8	5.3	6.6	5.8	5.0
Bethel	4.7	6.5	6.9	5.7	5.9	5.7	5.8	6.6	5.8	5.8
Bradford	5.2	5.4	5.3	5.1	5.3	4.5	5.8	5.2	5.0	5.2
Brandon	5.2	4.3	4.8	4.9	5.4	5.3	4.9	4.8	4.7	
Brattleboro	5.1	5.4	5.3	4.9	5.1	4.2	5.3	4.8	4.6	4.7
Bristol	5.6	5.9	5.3	5.5	6.3	5.3	6.8	5.7	6.2	5.5
Burlington Senior	4.1	4.3	4.1	4.3	4.3	3.9	8.4	4.7	3.4	4.8
Burlington Junior								4.3	3.8	5.0
Burlington Jr. (Hunt)								5.0	4.1	4.2
Cabot	12.5	11.1	10.3	8.9	9.1	8.5	13.2	15.0	9.3	8.9
Canaan	4.8	6.2	5.3	6.3	5.2	5.3	6.5	6.4	5.1	5.1
Chelsea	6.6	6.3	6.0	6.3	6.2	6.3	7.4	9.1	6.5	5.3
Chester	5.1	4.8	4.6	5.8	5.5	4.7	5.9	5.0	5.6	5.3
Concord	7.7	5.6	5.2	5.7	6.8	6.6	7.8	7.8	5.3	4.8
Craftsbury	5.4	8.6	7.5	7.4	7.2	6.9	6.5	9.0	7.6	8.1
Danville	5.9	5.2	5.3	5.1	5.6	7.5	6.9	8.0	6.2	5.8
Derby	6.8	6.8	6.7	6.3	6.6	6.2	4.8	4.7	4.4	5.0
Enosburg Falls	5.2	5.3	5.0	4.3	4.5	4.0	4.9	4.7	4.9	4.8
Essex Junction	4.5	5.0	4.9	4.5	4.0	4.7	5.3	4.6	4.4	4.4

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[a] Teacher-student ratio indicates the number of teachers per 100 students.

Table V. Teacher-Student Ratio[a] - Public High Schools, 1952-1962(Cont.)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Fairfax	4.7	5.0	4.8	5.1	5.1	4.8	3.8	4.3	4.6	4.8
Fair Haven	5.2	5.6	5.6	5.4	5.7	4.7	5.4	5.2	4.6	4.6
Franklin	6.0	6.1	6.5	10.3	9.4	7.9	8.1	9.2	6.3	7.5
Greensboro	9.4	6.8	6.7	8.9	5.4	6.7	7.3	8.4	7.9	8.0
Groton	7.5	7.5	10.0	9.3	9.8	8.3	8.2	12.0	7.8	7.5
Hardwick	4.9	5.4	4.6	4.9	6.1	5.5	6.0	6.5	5.9	4.1
Hartford	5.1	5.4	5.2	5.0	4.1	3.5	4.4	4.0	4.2	6.3
Hartford Junior	5.4	5.6	6.3	5.7	5.8	4.8	5.6	4.1	5.2	3.8
Highgate	4.5	4.5	4.7	5.7	4.3	4.8	4.5	5.9	4.9	4.3
Hyde Park	4.9	5.2	5.3	4.6	7.1	7.0	8.8	7.2	6.6	7.6
Hinesburg	5.6	5.4	5.1	4.8	6.0	4.9	4.0	5.3	5.0	5.2
Island Pond	7.1	8.0	7.0	6.5	6.6	4.6	5.8	6.9	6.1	6.0
Jacksonville	10.2	10.3	10.0	9.5	10.8	10.0	6.1	9.1	9.3	8.5
Jeffersonville	5.2	5.5	5.8	5.3	5.2	4.4	6.4	6.3	5.6	4.5
Jericho	6.6	5.7	5.9	7.9	7.1	6.7	6.0	6.8	6.0	6.6
Johnson	4.4	4.8	4.8	5.1	5.2	5.1	5.7	6.1	5.4	6.0
Ludlow	4.6	4.3	4.9	4.3	4.2	3.9	5.3	4.5	3.9	4.1
Marshfield	5.8	6.3	8.9	7.0	12.8	8.2	8.2	7.9		
Middlebury	6.0	6.0	6.2	5.8	5.8	4.4	5.0	4.3	4.2	4.5
Middletown Springs	6.8	7.3	8.2	9.1	10.0	10.6	20.8	11.9	11.1	13.2
Milton	5.1	5.0	4.8	4.4	4.0	4.2	4.4	4.6	4.2	4.0
Montpelier	5.0	5.4	5.5	5.2	4.9	4.2	5.0	5.0	4.5	4.4
Morrisville	4.5	4.6	4.5	4.8	5.1	3.9	8.7	5.2	4.3	4.9
Newbury	7.1	6.3	7.8	10.0	8.1	9.0	10.3	10.1	9.0	9.0
New Haven	9.1	10.5	11.6	7.0	7.4	5.4	7.8	5.6	6.5	6.9

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[a] Teacher-student ratio indicates the number of teachers per 100 students.

Table V. Teacher-Student Ratio[a] - Public High Schools, 1952-1962(Cont.)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Newport Center	6.3	6.7	6.4	5.9	5.4	5.8	9.3	9.1	5.6	7.5
Newport City	7.1	7.5	6.7	7.2	6.7	5.5	6.4	6.2	5.4	5.2
North Bennington	4.7	4.6	4.5	5.3	5.6	4.9	4.4	5.3	5.0	5.0
Northfield	5.3	4.6	4.8	4.6	5.0	4.1	5.4	5.0	4.0	4.0
North Troy	6.4	5.9	5.6	5.1	4.8	6.0	5.3	6.4	5.4	6.7
Orleans	5.3	5.1	6.0	6.6	5.3	5.4	5.7	6.1	6.4	5.3
Orwell	3.4	3.0	3.3	3.6	4.0	3.4	4.0	4.0	5.2	5.8
Otter Valley										4.6
Pittsford	7.7	6.7	7.1	6.4	5.9	5.6	6.2	6.8	6.1	
Plainfield	6.7	5.7	6.8	6.2	6.8	6.6	8.8	8.6	5.5	5.2
Poultney	4.9	5.0	5.1	5.5	5.3	5.1	5.9	5.4	5.4	5.1
Proctor	9.6	10.4	9.8	9.6	8.7	7.1	6.7	7.7	6.4	6.1
Randolph	4.7	4.6	4.4	4.4	4.7	4.9	5.7	5.3	4.7	5.0
Richford	4.4	4.3	4.5	5.3	4.6	4.3	4.7	4.2	4.3	4.3
Richmond	6.5	6.6	6.8	6.6	6.2	5.6	5.6	7.7	6.2	5.9
Rochester	7.3	7.8	6.7	6.6	6.0	6.8	7.0	8.5	6.9	7.6
Rutland Senior	7.3	6.8	6.3	5.2	5.1	5.2	5.6	4.9	4.2	5.3
Rutland Junior						3.7	4.0	4.3	4.4	4.5
St. Johnsbury	6.6	6.7	5.8	6.0	6.1	5.6	6.7	6.5	6.7	7.2
Shelburne	8.3	9.1	7.8	7.5	6.3	5.4	6.1	8.7	11.4	9.2
Shoreham	6.4	7.0	7.1		7.5	6.9	7.2	8.9	5.7	5.8
South Burlington										4.6
South Royalton	4.9	5.4	6.3	6.2	6.0	5.0	7.0	5.5	5.7	5.5
Springfield	5.2	5.3	5.3	5.1	5.0	4.3	5.5	4.6	4.6	4.8
Stowe	5.0	6.5	8.5	5.3	10.3	8.1	7.5	6.7	6.2	5.6

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[a] Teacher-student ratio indicates the number of teachers per 100 students.

Table V. Teacher-Student Ratio[a] - Public High Schools, 1952-1962(Concluded)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Swanton	9.0	8.6	7.5	6.9	6.4	7.1	7.8	8.6	5.7	5.5
Vergennes	4.0	4.8	4.8	4.5	4.4	4.4	4.3	4.4	4.6	4.3
Waitsfield	5.4	7.1	6.6	5.9	6.8	5.5	7.5	7.2	6.8	8.7
Wallingford	3.6	4.6	4.7	4.8	4.8	4.2	4.0	4.8	4.8	4.6
Waterbury	4.5	5.0	5.2	4.9	5.1	3.9	4.8	4.1	3.8	4.1
Wells River	7.4	8.6	8.7	9.1	8.0	8.3	10.3	12.8	11.1	10.0
West Rutland	6.9	6.3	4.9	5.6	4.8	4.8	6.1	6.8	6.2	6.2
Williamstown	4.9	4.4	4.5	5.1	4.9	5.6	7.0	5.9	6.6	5.0
Wilmington	7.8	8.9	8.3	8.0	7.5	7.2	7.6	7.3	6.9	7.3
Windsor	5.0	4.7	4.8	4.6	4.6	3.9	4.6	4.3	4.4	4.6
Winooski	3.8	4.1	3.8	4.0	4.1	4.0	2.9	3.8	3.8	3.5
Woodstock	6.1	6.0	5.5	5.6	7.2	5.2	7.0	6.2	5.7	5.2

[a] Teacher-student ratio indicates the number of teachers per 100 students.

Table VI. Public High School Tuition Rates, 1952-1962

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Alburg	175.00	225.00	225.00	225.00	225.00	250.00	290.00	325.00	325.00	325.00
Arlington	200.00	220.00	235.00	245.00	245.00	260.00	300.00	357.00	375.00	400.00
Barre	230.00	240.00	256.00	272.00	280.00	329.10	425.00	420.94	490.00	503.00
Barton	200.00	225.00	225.00	250.00	275.00	300.00	325.00	325.00	375.00	390.00
Bellows Falls	175.00	200.00	250.00	250.00	275.00	300.00	315.00	335.00	368.52	401.55
Bethel	175.00	200.00	225.00	250.00	250.00	275.00	325.00	350.00	390.00	400.00
Bennington High	225.00	300.00	300.00	300.00	300.00	345.00	345.00	400.00	440.00	440.00
Bennington Junior						225.00	295.00	315.00	350.00	350.00
Bradford	200.00	225.00	245.00	255.00	265.00	285.00	325.00	350.00	375.00	395.00
Brandon	225.00	240.00	215.50	250.00	275.92	290.58	325.00	338.09		
Brattleboro	225.00	250.00	275.00	275.00	290.00	400.00	597.16	648.70	620.38	641.80
Bristol	200.00	225.00	235.00	245.00	260.00	270.00	325.00	340.00	370.00	396.37
Burlington Senior	200.00	225.00	235.00	245.00	265.00	270.00	290.00	325.00	365.00	431.18
Burlington Junior									365.00	431.18
Burlington Jr. (Hunt)									365.00	431.18
Cabot	200.00	225.00	225.00	225.00	225.00	225.00	225.00	225.00	225.00	225.00
Canaan	150.00	190.00	190.00	215.00	225.00	250.00	275.00	315.57	325.00	360.00
Chelsea	175.00	175.00	225.00	225.00	225.00	300.00	300.00	350.00	350.00	350.00
Chester	200.00	225.00	241.29	258.94	275.00	285.37	325.00	336.00	346.16	425.00
Concord	200.00	225.00	225.00	225.00	225.00	225.00	325.00	325.00	325.00	330.98
Craftsbury	175.00	225.00	225.00	225.00	225.00	250.00	275.00	275.00	300.00	325.00
Danville	175.00	225.00	225.00	225.00	225.00	250.00	325.00	325.00	325.00	397.49
Derby	175.00	200.00	200.00	225.00	250.00	300.00	325.00	325.00	322.01	325.00
Enosburg Falls	190.00	190.00	190.00	190.00	205.00	215.00	215.00	250.00	280.00	300.00
Essex Junction	195.00	195.00	200.00	225.00	225.00	230.00	350.00	373.00	400.00	400.00

Table VI. Public High School Tuition Rates, 1952-1962 (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Fairfax	175.00	200.00	205.00	215.00	225.00	225.00	270.00	257.82	255.31	270.00
Fair Haven	200.00	220.00	250.00	250.00	250.00	250.00	300.00	300.00	315.00	325.00
Franklin	175.00	225.00	225.00	225.00	225.00	175.00	175.00	175.00	175.00	275.00
Greensboro	175.00	225.00	225.00	225.00	225.00	250.00	250.00	250.00	300.00	325.00
Groton	200.00	225.00	245.00	275.00	275.00	300.00	325.00	350.00	390.00	475.00
Hardwick	175.00	225.00	198.50	198.50	209.84	239.58	250.00	275.00	300.00	303.73
Hartford Senior	225.00	259.00	294.02	300.00	300.00	298.00	298.00	315.00	325.00	340.00
Hartford Junior	225.00	259.00	294.02	300.00	300.00	298.00	298.00	315.00	325.00	340.00
Highgate	175.00	225.00	185.85	185.85	185.85	185.85	185.85	185.85	185.85	251.41
Hinesburg	170.00	200.00	225.00	235.00	231.53	260.00	325.00	324.96	314.14	340.00
Hyde Park	175.00	175.00	175.00	175.00	175.00	175.00	250.00	275.00	275.00	275.00
Island Pond	175.00	200.00	200.00	200.00	250.00	250.00	300.00	300.00	325.00	325.00
Jacksonville	200.00	200.00	225.00	225.00	225.00	225.00	325.00	325.00	325.00	325.00
Jeffersonville	175.00	175.00	200.00	225.00	225.00	242.78	265.00	265.00	300.00	315.00
Jericho	175.00	175.00	200.00	200.00	200.00	225.00	265.00	275.00	320.00	340.00
Johnson	175.00	200.00	200.00	200.00	200.00	225.00	250.00	275.00	290.00	325.00
Ludlow	200.00	210.00	225.00	240.00	250.00	251.40	265.00	279.42	306.17	335.00
Marshfield	175.00	175.00	175.00	225.00	275.00	275.00	350.00	350.00	350.00	
Middlebury	240.00	260.00	280.00	300.00	320.00	525.00	525.00	525.00	492.84	525.00
Middletown Springs	175.00	200.00	225.00	225.00	225.00	225.00	275.00	275.00	300.00	300.00
Milton	175.00	225.00	225.00	225.00	250.00	229.82	240.00	260.00	275.00	251.74
Montpelier	225.00	260.00	260.00	280.00	280.00	335.00	335.00	355.00	420.00	428.00
Morrisville	200.00	225.00	225.00	242.00	260.00	262.55	325.00	350.00	375.00	400.00
Newbury	175.00	225.00	245.00	245.00	245.00	245.00	325.00	325.00	325.00	325.00
New Haven	200.00	200.00	200.00	225.00	250.00	260.00	325.00	325.00	325.00	325.00

Table VI. Public High School Tuition Rates, 1952-1962 (Continued)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Newport Center	200.00	225.00	225.00	225.00	225.00	217.89	275.00	300.00	325.00	350.00
Newport City	175.00	200.00	200.00	225.00	250.00	300.00	325.00	325.00	325.00	325.00
North Bennington	200.00	215.00	215.00	220.00	225.00	250.00	295.00	310.00	325.00	325.00
Northfield	200.00	250.00	246.48	229.91	260.00	255.12	325.00	306.48	340.16	375.00
North Troy	150.00	200.00	200.00	225.00	225.00	275.00	300.00	325.00	325.00	350.00
Orleans	175.00	225.00	225.00	250.00	275.00	291.83	325.00	325.00	375.00	390.00
Orwell	175.00	225.00	145.75	145.75	225.00	226.12	275.00	235.00	230.00	235.00
Otter Valley										550.00
Pittsford	200.00	225.00	225.00	250.00	290.00	290.00	290.00	315.00	365.00	
Plainfield	175.00	225.00	224.00	225.00	275.00	300.00	325.00	375.00	400.00	409.18
Poultney	175.00	225.00	225.00	225.00	225.00	225.00	275.00	275.00	300.00	300.00
Proctor	150.00	150.00	200.00	225.00	225.00	255.00	275.00	300.00	350.00	425.00
Randolph	210.00	225.00	240.00	295.00	330.00	350.00	350.00	350.00	416.00	425.00
Richford	190.00	190.00	190.00	190.00	205.00	215.00	215.00	250.00	280.00	300.00
Richmond	175.00	200.00	200.00	200.00	225.00	225.00	275.00	275.00	325.00	375.00
Rochester	175.00	175.00	225.00	250.00	275.00	318.14	400.00	400.00	400.00	400.00
Rutland Senior	225.00	250.00	275.00	285.00	300.00	325.00	350.00	375.00	425.00	440.00
Rutland Junior							350.00	375.00	425.00	440.00
St. Johnsbury Trade	215.00	225.00	245.00	250.00	275.00	300.00	350.00	400.00	425.00	450.00
Shelburne	135.00	175.00	175.00	200.00	200.00	200.00	275.00	275.00	275.00	275.00
Shoreham	175.00	225.00	225.00	250.00		275.00	275.00	325.00	350.00	361.10
South Burlington										400.00
South Royalton	200.00	200.00	240.00	250.00	275.00	300.00	340.00	322.00	340.00	350.00
Springfield	225.00	260.00	285.00	300.00	320.00	340.00	370.00	385.00	400.00	430.00
Stowe	200.00	245.00	225.00	225.00	275.00	275.00	275.00	275.00	275.00	275.00

Table VI. Public High School Tuition Rates, 1952-1962 (Concluded)

High School	1952-1953	1953-1954	1954-1955	1955-1956	1956-1957	1957-1958	1958-1959	1959-1960	1960-1961	1961-1962
Swanton	175.00	225.00	225.00	225.00	225.00	225.00	225.00	275.00	275.00	325.00
Vergennes	175.00	200.00	225.00	240.00	250.00	256.00	285.00	520.00	520.00	550.00
Waitsfield	175.00	195.00	218.00	225.00	260.00	245.69	300.00	340.00	400.00	450.00
Wallingford	200.00	215.00	225.00	235.00	250.00	242.85	285.00	280.48	280.01	310.10
Waterbury	195.00	194.00	224.00	239.00	245.00	256.60	295.00	286.54	314.33	312.61
Wells River	200.00	225.00	250.00	275.00	275.00	300.00	325.00	350.00	390.00	475.00
West Rutland	150.00	200.00	200.00	225.00	225.00	225.00	275.00	275.00	300.00	350.00
Williamstown	175.00	225.00	206.49	194.23	210.00	192.52	325.00	330.00	360.00	380.00
Wilmington	200.00	200.00	225.00	225.00	250.00	300.00	350.00	368.50	368.50	386.45
Windsor	225.00	240.00	250.00	290.00	290.00	291.82	300.00	315.00	325.00	350.00
Winooski	150.00	175.00	175.00	175.00	175.00	175.00	175.00	230.00	230.00	270.00
Woodstock	243.91	268.00	285.00	305.00	305.00	498.00	498.00	498.00	498.00	498.00

Table VII shows the cumulative number and percent of districts with deviations less than specified percentages from the mean under each plan. Under the 12-district plan, 58 percent deviate less than 30 percent; 33 percent deviate less than 20 percent. Under the 28-district plan, 78 percent of the districts deviate less than 30 percent; 68 percent deviate less than 20 percent. Under the 257-district plan, 24 percent deviate less than 30 percent; 15 percent deviate less than 20 percent.

Table VIII shows the cumulative number and percent of districts with deviations greater than specified percentages from the mean under each plan. Under the 12-district plan, 42 percent deviate more than 30 percent; all districts deviate less than 60 percent. Under the 28-district plan, 21 percent deviate more than 30 percent; all districts deviate less than 80 percent. Under the 257-district plan, 76 percent deviate more than 30 percent; 29 percent deviate more than 80 percent.

Table IX shows the number and percent of districts that fall within each 10 percent deviation from the mean under each plan. The modal class for each plan is:

12-district plan -- 30-40 percent deviation
28-district plan -- 0-10 or 10-20 percent deviation
257-district plan -- 80-90 percent deviation

Table X shows the cumulative number and percent of districts with deviations less than specified percentages from the mean under each plan. Under the 12-district plan, 42 percent of the districts deviate less than 30 percent; 25 percent deviate less than 20 percent. Under the 28-district plan, 82 percent of the districts deviate less than 30 percent; 64 percent deviate less than 20 percent. Under the 257-district plan, 15 percent of the districts deviate less than 30 percent; 10 percent deviate less than 20 percent.

Table XI shows the cumulative number and percent of districts with deviations greater than specified percentages from the mean under each plan. Under the 12-district plan, 58 percent of the districts deviate more than 30 percent. Under the 28-district plan, 18 percent of the districts deviate more than 30 percent. Under the 257-district plan, 85 percent of the districts deviate more than 30 percent.

Table XII shows the number and percent of districts that fall within each 10 percent deviation from the mean under each plan. The modal class for each plan is:

12-district plan -- 20-30 percent deviation
28-district plan -- 0-10 percent deviation
257-district plan -- 80-90 percent deviation

Table XIII shows the cumulative number and percent of districts with deviations less than specified percentages from the mean under each plan. Under the 12-district plan, 50 percent of the districts deviate less than 30 percent; 8.3 percent deviate less than 20 percent. Under the 28-district plan, 85.7 percent of the districts deviate less than 30 percent; 67.8 percent deviate less than 20 percent. Under the 257-district plan, 14.2 percent of the districts deviate less than 30 percent; 7.3 percent deviate less than 20 percent.

Table XIV shows the cumulative number and percent of districts with deviations greater than specified percentages from the mean for each plan. Under the 12-district plan, 50 percent of the districts deviate more than 30 percent. Under the 28-district plan, 14.3 percent of the districts deviate more than 30 percent. Under the 257-district plan, 85.8 percent of the districts deviate more than 30 percent; 47.7 percent deviate more than 70 percent.

Table XV shows the number and percent of districts that fall within each 10 percent of the deviation from the mean under each plan. The modal class for each plan is:

12-district plan -- 20-30 percent deviation
28-district plan -- 0-10 percent deviation
257-district plan -- 80-90 percent deviation

Table XVI shows the cumulative number and percent of districts with deviations less than specified percentages from the mean under each plan. Under the 12-district plan, 50 percent deviate less than 30 percent; 25 percent deviate less than 20 percent. Under the 28-district plan, 75 percent of the districts deviate less than 30 percent; 64.3 (1961) and 67.8 percent (1962) deviate less than 20 percent. Under the 257-district plan, 21.9 (1961) and 19.9 percent (1962) deviate less than 30 percent; 14.6 (1961) and 13.8 percent (1962) deviate less than 20 percent.

Table XVII shows the cumulative number and percent of districts with deviations greater than specified percentages from the mean under each plan. Under the 12-district plan, 50 percent deviate more than 30 percent; 25 percent deviate more than 50 percent. Under the 28-district plan, 25 percent deviate more than 30 percent; 7 percent deviate more than 50 percent. Under the 257-district plan, 78 (1961) and 80 percent (1962) deviate more than 30 percent; 63.8 (1961) and 63.4 percent (1962) deviate more than 50 percent.

Table XV shows the deviations from the mean for each factor for each plan. Table XVI shows cumulative "less than" deviations from the mean for each factor for each plan. Table XVII shows the cumulative "more than" deviations from the mean for each factor for each plan.

Table VII. Cumulative "Less Than" Average Daily Membership Deviations from the Mean for Each Plan

Less than percent	12-District		28-District		257-District	
	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
10	1	8.3	8	28.6	20	8.1
20	4	33.3	19	67.9	37	15.0
30	7	58.3	22	78.6	59	23.9
40	9	75.0	23	82.2	71	28.8
50	10	83.3	25	89.3	97	39.4
60	12	100.0	27	96.4	123	50.0
70	12	100.0	27	96.4	148	60.2
80	12	100.0	28	100.0	175	71.2
90	12	100.0	28	100.0	207	84.2
100	12	100.0	28	100.0	222	90.3
1600	12	100.0	28	100.0	246	100.0

Table VIII. Cumulative "More Than" Average Daily Membership Deviations from the Mean for Each Plan

More than percent	12-District		28-District		257-District	
	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
0	12	100.0	28	100.0	246	100.0
10	11	91.7	20	71.4	226	91.9
20	8	66.7	9	32.1	209	85.0
30	5	41.7	6	21.4	187	76.1
40	3	25.0	5	17.8	175	71.2
50	2	16.7	3	10.7	149	60.6
60	0		1	3.6	123	50.0
70	0		1	3.6	98	39.8
80	0		0		71	28.8
90	0		0		39	15.8
100	0		0		24	9.7
1600	0		0		0	

Table IX. School Tax Deviations from the Mean for Each Plan

	12-District		28-District		257-District	
Percent deviation	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
0 - 10	1	8.3	9	32.1	11	4.5
10 - 20	2	16.7	9	32.1	14	5.8
20 - 30	2	16.7	5	17.9	12	4.9
30 - 40	3	25.0	3	10.7	16	6.5
40 - 50	2	16.7			16	6.5
50 - 60					24	9.8
60 - 70			1	3.6	18	7.3
70 - 80					37	15.0
80 - 90					43	17.5
90 -100					29	11.8
100+	1	8.3	1	3.6	26	10.6

Table X. Cumulative "Less Than" School Tax Deviation from the Mean for Each Plan

	12-District		28-District		257-District	
Less than percent	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
10	1	8.3	9	32.1	11	4.5
20	3	25.0	18	64.2	25	10.2
30	5	41.7	23	82.1	37	15.1
40	8	66.7	26	92.8	53	21.6
50	10	83.4	26	92.8	69	28.1
60	11	91.7	26	92.8	93	37.9
70	11	91.7	27	96.4	111	45.2
80	11	91.7	27	96.4	148	60.2
90	11	91.7	27	96.4	191	77.7
100	11	91.7	27	96.4	220	89.5
1900	12	100.0	28	100.0	246	100.0

Table XI. Cumulative "More Than" School Tax Deviation from the Mean for Each Plan

More than percent	12-District No. of Dist.	12-District %	28-District No. of Dist.	28-District %	257-District No. of Dist.	257-District %
0	12	100.0	28	100.0	246	100.0
10	11	91.7	19	67.9	235	95.5
20	9	75.0	10	35.8	221	89.8
30	7	58.3	5	17.9	209	84.9
40	4	33.3	2	7.2	193	78.4
50	2	16.6	2	7.2	177	71.9
60	1	8.3	2	7.2	153	62.1
70	1	8.3	1	3.6	135	54.8
80	1	8.3	1	3.6	98	39.8
90	1	8.3	1	3.6	55	22.3
100	1	8.3	1	3.6	26	10.5

Table XII. Total Tax Deviations from the Mean for Each Plan

Percent deviation	12-District No. of Dist.	12-District %	28-District No. of Dist.	28-District %	257-District No. of Dist.	257-District %
0 - 10	1	8.3	10	35.7	7	2.8
10 - 20			9	32.1	11	4.5
20 - 30	5	41.7	5	17.9	17	6.9
30 - 40	3	25.0	1	3.6	21	8.5
40 - 50			1	3.6	20	8.1
50 - 60			1	3.6	20	8.1
60 - 70	2	16.7			33	13.4
70 - 80					35	14.2
80 - 90					36	14.6
90 -100					22	8.9
100+	1	8.3	1	3.6	24	9.8

Table XIII. Cumulative "Less Than" Total Tax Deviations from the Mean for Each Plan

	12-District		28-District		257-District	
Less than percent	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
10	1	8.3	10	35.7	7	2.8
20	1	8.3	19	67.8	18	7.3
30	6	50.0	24	85.7	35	14.2
40	9	75.0	25	89.3	56	22.7
50	9	75.0	26	92.9	76	30.8
60	9	75.0	27	96.5	96	38.9
70	11	91.7	27	96.5	129	52.3
80	11	91.7	27	96.5	164	66.5
90	11	91.7	27	96.5	200	81.1
100	11	91.7	27	96.5	222	90.0
2400	12	100.0	28	100.0	246	100.0

Table XIV. Cumulative "More Than" Total Tax Deviations from the Mean for Each Plan

	12-District		28-District		257-District	
More than percent	No. of Dist.	%	No. of Dist.	%	No. of Dist.	%
0	12	100.0	28	100.0	246	100.0
10	11	91.7	18	64.3	239	97.2
20	11	91.7	9	32.2	228	92.7
30	6	50.0	4	14.3	211	85.8
40	3	25.0	3	10.7	190	77.3
50	3	25.0	2	7.1	170	69.2
60	3	25.0	1	3.5	150	61.1
70	1	8.3	1	3.5	117	47.7
80	1	8.3	1	3.5	82	33.5
90	1	8.3	1	3.5	46	18.9
100	1	8.3	1	3.5	24	10.0

Table XV. Pupil Census Deviations from the Mean for Each Plan

Percent deviation	12-District				28-District				257-District			
	1961		1962		1961		1962		1961		1962	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0 - 10	2	16.7	2	16.7	11	39.3	10	35.7	20	8.1	23	9.3
10 - 20	1	8.3	1	8.3	7	25.0	9	32.1	16	6.5	11	4.5
20 - 30	3	25.0	3	25.0	3	10.7	2	7.1	18	7.3	15	6.1
30 - 40	2	16.7	2	16.7			2	7.1	10	4.1	13	5.3
40 - 50	1	8.3	1	8.3	5	17.9	3	10.7	25	10.2	28	11.4
50 - 60	2	16.7	2	16.7	1	3.6	1	3.6	22	8.9	26	10.6
60 - 70					1	3.6			31	12.6	28	11.4
70 - 80									28	11.4	26	10.6
80 - 90									34	13.8	29	11.8
90 -100							1	3.6	17	6.9	24	9.8
100+	1	8.3	1	8.3					25	10.2	23	9.3

Table XVI. Cumulative "Less Than" Pupil Census Deviations from the Mean for Each Plan

Less than percent												
10	2	16.7	2	16.7	11	39.3	10	35.7	20	8.1	23	9.3
20	3	25.0	3	25.0	18	64.3	19	67.8	36	14.6	34	13.8
30	6	50.0	6	50.0	21	75.0	21	75.0	54	21.9	49	19.9
40	8	66.7	8	66.7	21	75.0	23	82.1	64	26.0	62	25.2
50	9	75.0	9	75.0	26	92.9	26	92.9	89	36.2	90	36.6
60	11	91.7	11	91.7	27	96.5	27	96.5	111	45.1	116	47.2
70	11	91.7	11	91.7	28	100.0	27	96.5	142	57.7	144	58.6
80	11	91.7	11	91.7	28	100.0	27	96.5	170	69.1	170	69.2
90	11	91.7	11	91.7	28	100.0	27	96.5	204	82.9	199	81.0
100	11	91.7	11	91.7	28	100.0	28	100.0	221	89.8	223	90.8
1800	12	100.0	12	100.0	28	100.0	28	100.0	246	100.0	246	100.0

Table XVII. Cumulative "More Than" Pupil Census Deviations from the Mean for Each Plan

	12-District				28-District				257-District			
	1961		1962		1961		1962		1961		1962	
More than percent	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0	12	100.0	12	100.0	28	100.0	28	100.0	246	100.0	246	100.0
10	10	83.3	10	83.3	17	60.7	18	64.3	226	91.9	223	90.7
20	9	75.0	9	75.0	10	35.7	9	32.2	210	85.4	212	86.2
30	6	50.0	6	50.0	7	25.0	7	25.1	192	78.1	197	80.1
40	4	33.3	4	33.3	7	25.0	5	18.0	182	74.0	184	74.8
50	3	25.0	3	25.0	2	7.1	2	7.3	157	63.8	156	63.4
60	1	8.3	1	8.3	1	3.5	1	3.7	135	54.9	130	52.8
70	1	8.3	1	8.3	0		1	3.7	104	42.3	102	41.4
80	1	8.3	1	8.3	0		1	3.7	76	30.9	76	30.8
90	1	8.3	1	8.3	0		1	3.7	42	17.1	47	19.0
100	1	8.3	1	8.3	0		0		25	10.2	23	9.2

Table XVIII. Analysis of Appropriations for Educational Purposes, 1952-1963

	1952	1953	1954	1955
Total Appropriations	$5,122,569	$5,223,459	$6,387,278	$6,513,139
Less Appropriations to Higher Education	1,540,616	1,554,239	1,969,521	1,999,995
BALANCE	3,581,953	3,669,220	4,417,757	4,513,144
Less Teacher Retirement Contributions	621,200	652,200	776,400	814,400
BALANCE	2,960,753	3,017,020	3,641,357	3,698,744
Less Debt Service	0	0	0	0
BALANCE	2,960,753	3,017,020	3,641,357	3,698,744
Less Noneducational Activities[a]	54,533	54,923	72,990	73,125
BALANCE	$2,906,220	$2,962,097	$3,568,367	$3,625,619
State Aid	2,700,000	2,750,000	3,320,000	3,370,000
Dept. Education	117,720	121,597	136,120	137,800
Vocational Education	76,000	80,000	85,247	90,819
Special Education	0	0	0	0
Community School House	4,000	4,000	4,000	4,000
ETV	0	0	0	0
War Orphan	1,000	1,000	1,000	1,000
Voc. Training-Apprentice	6,000	4,000	20,000	20,000
Fort Ethan Allen Grant	1,500	1,500	2,000	2,000
	$2,906,220	$2,962,097	$3,568,367	$3,625,619
OBJECT CATEGORY				
State Aid	2,700,000	2,750,000	3,320,000	3,370,000
Personal Services	105,369	109,714	141,312	145,290
Supplies	9,665	9,500	10,040	10,060
Contractual Services	28,653	29,715	39,495	39,905
Equipment	3,360	3,040	5,150	5,160
Grants	54,173	55,128	209,308	212,142
Miscellaneous	5,000	5,000	5,000	5,000
Less Estimated Receipts	0	0	(161,938)	(161,938)
	$2,906,220	$2,962,097	$3,568,367	$3,625,619

[a] Vocational Rehabilitation and Arts & Crafts.

Figures do not include appropriations for free public library and recreation which in the appropriations bills are included in the total for education.

Table XVIII. Analysis of Appropriations for Educational Purposes, 1952-1963 (Continued)

	1956	1957	1958	1959
Total Appropriations	$8,070,309	$8,219,689	$9,588,725	$10,170,058
Less Appropriations to Higher Education	2,526,069	2,532,575	3,111,228	3,163,499
BALANCE	5,544,240	5,687,114	6,477,497	7,006,559
Less Teacher Retirement Contributions	1,207,873	1,275,233	1,326,434	1,428,356
BALANCE	4,336,367	4,411,881	5,151,063	5,578,203
Less Debt Service	200,000	200,000	200,000	365,000
BALANCE	4,136,367	4,211,881	4,951,063	5,213,203
Less Noneducational Activities[a]	90,377	106,281	114,624	122,144
BALANCE	$4,045,990	$4,105,600	$4,836,439	$5,091,059
State Aid	3,550,000	3,600,000	4,197,000	4,422,500
Department Education	159,450	164,800	193,342	199,601
Vocational Education	110,000	130,000	145,097	167,958
Special Education	200,540	184,800	275,000	275,000
Community School House	4,000	4,000	4,000	4,000
ETV	0	0	0	0
War Orphan	1,500	1,500	1,500	1,500
Voc. Training-Apprentice	20,000	20,000	20,000	20,000
Fort Ethan Allen Grant	500	500	500	500
	$4,045,990	$4,105,600	$4,836,439	$5,091,059
OBJECT CATEGORY				
State Aid	$3,550,000	$3,600,000	$4,197,000	$4,422,500
Personal Services	189,848	199,029	233,118	243,249
Supplies	10,440	10,530	10,670	10,745
Contractual Services	46,341	46,175	53,540	53,895
Equipment	5,925	5,930	4,500	4,400
Grants	425,380	442,720	582,395	617,054
Miscellaneous	5,500	5,500	5,500	5,500
Less Estimated Receipts	(187,444)	(204,284)	(250,284)	(266,284)

[a] Vocational Rehabilitation and Arts & Crafts.

Figures do not include appropriations for free public library and recreation which in the appropriations bills are included in the total for education.

Table XVIII. Analysis of Appropriations for Educational Purposes, 1952-1963 (Continued)

	1960	1961	1962	1963
Total Appropriations	$10,778,452	$11,177,372	$12,407,675	$12,700,343
Less Appropriations to Higher Education	3,354,669	3,426,776	3,928,436	3,919,056
BALANCE	7,423,783	7,750,596	8,479,329	8,781,287
Less Teacher Retirement Contributions	1,327,724	1,456,757	1,628,360	1,739,570
BALANCE	6,096,059	6,293,839	6,850,879	7,041,717
Less Debt Service	365,000	365,000	455,000	555,000
BALANCE	5,731,059	5,928,839	6,395,879	6,486,717
Less Noneducational Activities[a]	117,826	118,312	125,781	134,962
BALANCE	$5,613,233	$5,810,527	$6,270,098	$6,351,755
State Aid	$4,900,000	$5,100,000	$5,480,000	$5,540,000
Department Education	193,287	197,187	235,541	233,567
Vocational Education	151,396	153,390	159,027	179,060
Special Education	350,900	341,500	393,030	396,628
Community School House	2,000	2,000	1,500	1,500
ETV	0	0	1,000	1,000
War Orphan	150	150	0	0
Voc. Training-Apprentice	15,000	15,800	0	0
Fort Ethan Allen Grant	500	500		
	$5,613,233	$5,810,527	$6,270,098	$6,351,755
OBJECT CATEGORY				
State Aid	$4,900,000	$5,100,000	$5,480,000	$5,540,000
Personal Services	265,599	272,093	295,306	298,050
Supplies	7,400	7,400	4,900	4,850
Contractual Services	51,897	51,897	46,020	42,175
Equipment	2,135	2,135	1,590	1,950
Grants	660,695	695,695	803,457	846,760
Miscellaneous	2,150	2,150	10,750	10,750
Less Estimated Receipts	(276,643)	(320,843)	(371,925)	(392,780)
	$5,613,233	$5,810,527	$6,270,098	$6,351,755

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[a] Vocational Rehabilitation and Arts & Crafts.

Figures do not include appropriations for free public library and recreation.

INFORMATION CONCERNING THEORETICAL BASE FOR REVISION OF SCHOOL DISTRICTS

A major assumption in this analysis is that any revision of presently existing school districts should be based on the ability of the district to raise revenues. In other words, the district must have the authority to tax directly.

Our first step was to take the total theoretical fair market value of the real and personal estate and, assuming that there should be 30 districts,[1] divide the total by 30 to discover the approximate fair market value for each district. In doing so, we discovered that, based on 1962 figures, there would be approximately $50 million fair market valuation in each district.[2] By combining the presently existing towns, it appeared that a total of 28 districts would be more feasible.

Tables XIX-XXII give information concerning revised school districts.

The first three columns in Table XIX show the fair market value of the grand list of each proposed district, indicating the value for the town with the smallest grand list, the town with the highest, and the overall total for the district (based on 1962 figures).

The second three columns indicate average daily membership for the school year 1959-60 according to districts with the low, high, and total for each.

In Table XX the first three columns give the school tax raised in 1959 for each district, indicating the low, high, and totals.

The second three columns show the total tax raised in 1959 for all town purposes within each of the proposed districts.

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[1] The figure 30 was used because this appeared to be commonly agreed upon as the number of school districts which might suffice.

[2] Of course, it would be desirable to disregard town lines when forming these theoretical districts and instead use individual property records, but these were not available.

In Table XXI the first three columns list state aid grouped according to proposed district (state aid distributed December 1960).

The second three columns indicate the percentage which the school tax is to the total tax in each district.

The third three columns show state aid as a percentage of school tax.

The fourth three columns give per capita school tax.

In Table XXII the first three columns indicate per capita total tax. The second three columns show per capita state aid for each proposed district.

The third three columns give an index ratio for each of the proposed districts. The index ratio (Average Daily Membership x $70.61 ÷ State Aid) if multiplied by actual state aid will indicate what the town or city should have received in state aid if state aid were distributed on a purely equitable basis according to average daily membership. In comparing the index ratios, figures under 1.000 indicate that the town received too much state aid on an equity basis, while figures over 1.000 indicate that the town received too little state aid on an equity basis. The last three columns show 1950 population.

Table XIX. Information Concerning Theoretical Base for Revision of School Districts

DIS-TRICT	THEORETICAL FAIR MARKET VALUE GRAND LIST[a]			AVERAGE DAILY MEMBERSHIP[b]		
	LOW	HIGH	TOTAL	LOW	HIGH	TOTAL
1	$50,063,540	$50,063,540	$50,063,540	2,044.79	2,044.79	2,044.79
2	1,143,030	23,282,925	63,173,050	59.39	281.15	1,444.99
3	205,211	7,292,622	46,269,315	22.00	490.44	2,851.64
4	6,969,905	42,317,601	49,287,506	294.65	1,016.56	1,311.21
5	60,630,993	60,630,993	60,630,993	2,438.42	2,438.42	2,438.42
6	1,681,314	30,674,647	54,967,652	405.13	1,446.94	2,948.37
7	1,459,257	11,326,302	51,118,118	76.76	715.71	3,325.66
8	578,775	8,434,165	45,362,903	55.98	370.61	3,032.66
9	259,980	4,544,970	24,750,855	6.00	267.57	1,298.84
10	435,296	33,478,344	43,789,154	37.27	1,662.64	2,789.00
11	877,401	18,808,854	48,369,246	58.49	882.49	3,009.65
12	125,358	7,782,180	32,994,691	30.47	572.35	3,009.47
13	889,680	10,988,864	35,427,160	64.90	752.55	2,539.31
14	15,748,377	45,167,610	60,915,987	812.79	1,731.15	2,543.94
15	816,520	8,217,867	46,584,949	94.72	550.38	3,566.39
16	1,006,545	28,700,500	55,316,111	44.46	1,098.19	2,333.93
17	1,979,828	26,004,804	58,740,449	175.31	1,653.20	3,876.51
18	133,895,667	133,895,667	133,895,667	4,539.12	4,539.12	4,539.12
19	12,376,423	34,779,900	47,156,323	981.42	1,290.71	2,272.12
20	915,561	9,770,532	41,241,271	55.04	670.55	2,629.57
21	1,449,502	36,338,985	49,225,069	178.26	1,353.90	2,262.06
22	264,480	8,044,173	45,684,075	31.54	882.50	3,135.78
23	625,110	16,347,612	45,701,865	17.33	868.42	2,628.56
24	597,390	8,462,105	49,095,155	42.24	603.58	2,788.06
25	81,243,282	81,243,282	81,243,282	2,253.04	2,253.04	2,253.04
26	544,075	12,194,470	65,025,664	36.93	547.70	3,149.66
27	658,378	14,912,105	55,851,796	4.39	493.81	2,321.02
28	48,392,888	48,392,888	48,392,888	1,929.19	1,929.19	1,929.19

[a]Based on 1962 theoretical values as contained in the Biennial Report of the Tax Commissioner.
[b]1959-60 School year data.

Table XX. Information Concerning Theoretical Base for Revision of School Districts

DIS-TRICT	SCHOOL		TAX	TOTAL		TAX
	LOW	HIGH	TOTAL	LOW	HIGH	TOTAL
1	$ 864,582	$ 864,582	$ 864,582	$1,507,751	$1,507,751	$1,507,751
2	10,772	127,142	489,036	24,745	229,748	963,932
3	2,731	145,640	653,454	10,605	251,801	1,248,148
4	79,968	377,177	457,145	139,333	734,345	873,678
5	893,873	893,873	893,873	1,468,368	1,468,368	1,468,368
6	21,188	414,014	809,404	44,376	756,856	1,431,904
7	21,701	199,449	843,916	37,235	356,374	1,525,414
8	4,500	92,662	639,172	23,472	189,338	1,262,896
9	2,946	50,404	280,363	4,272	94,888	534,048
10	5,417	543,559	783,563	66,008	889,160	1,283,675
11	7,305	202,067	599,047	19,034	461,566	1,230,824
12	1,849	123,805	591,262	7,359	222,476	1,084,671
13	9,852	195,158	601,266	21,224	314,014	969,981
14	206,726	520,932	727,659	440,322	1,212,993	1,653,314
15	12,242	110,965	656,971	25,376	208,302	1,269,565
16	9,702	266,764	513,357	17,533	665,855	1,127,454
17	24,144	472,309	973,293	46,090	668,712	1,488,908
18	1,480,314	1,480,314	1,480,314	3,576,087	3,576,087	3,576,087
19	263,309	359,212	622,521	446,572	539,226	985,798
20	9,662	152,065	599,997	18,327	168,396	1,015,662
21	34,256	424,762	604,955	66,720	911,514	1,245,810
22	3,823	200,281	769,856	5,297	304,220	1,249,367
23	4,972	277,848	647,592	10,420	453,523	1,130,871
24	7,294	172,185	669,205	15,233	287,876	1,194,132
25	894,551	894,551	894,551	1,918,305	1,918,305	1,918,305
26	1,336	144,161	667,574	4,034	210,575	1,185,726
27	3,448	160,278	593,613	7,130	323,826	1,162,785
28	763,223	763,223	763,223	1,304,584	1,304,584	1,304,584

Table XXI. Information Concerning Theoretical Base for Revision of School Districts

DISTRICT	STATE AID LOW	STATE AID HIGH	STATE AID TOTAL	SCHOOL TAX/TOTAL TAX LOW	SCHOOL TAX/TOTAL TAX HIGH	SCHOOL TAX/TOTAL TAX TOTAL	STATE AID/SCH. TAX LOW	STATE AID/SCH. TAX HIGH	STATE AID/SCH. TAX TOTAL	PER CAP. SCH. TAX LOW	PER CAP. SCH. TAX HIGH	PER CAP. SCH. TAX TOTAL
1	$ 92,375	$ 92,375	$ 92,375	57.34	57.34	57.34	10.68	10.68	10.68	75.04	75.04	75.04
2	8,512	23,765	153,762	25.04	72.04	50.73	15.95	79.02	31.44	31.22	155.81	77.92
3	5,445	34,292	261,975	34.71	59.72	52.35	25.10	109.44	40.09	30.69	73.52	51.77
4	24,845	48,443	73,288	51.36	57.39	52.32	12.84	31.07	16.03	57.12	68.59	66.26
5	110,288	110,288	110,288	60.88	60.88	60.88	12.34	12.34	12.34	97.27	97.27	97.27
6	16,560	64,676	160,916	47.75	65.32	56.52	15.62	34.78	19.88	42.04	71.05	65.85
7	11,234	37,838	275,724	43.46	65.85	55.32	18.15	61.69	32.67	34.69	78.80	54.77
8	6,039	28,222	288,220	19.17	62.45	50.61	19.11	134.21	45.09	15.85	59.74	45.54
9	673	22,613	142,683	34.84	82.11	52.50	35.87	86.39	50.89	28.06	86.94	40.34
10	5,005	77,772	162,683	38.83	63.27	61.04	14.31	92.39	20.69	28.21	58.50	54.36
11	7,733	39,527	239,876	31.55	62.19	48.67	19.56	105.86	40.04	24.20	66.03	40.46
12	3,692	34,550	267,477	19.99	70.74	54.51	27.91	184.61	45.24	8.93	66.08	40.60
13	9,060	43,586	224,421	38.91	90.44	61.99	22.33	124.62	37.32	22.31	71.23	53.10
14	39,245	58,913	98,158	42.95	46.95	44.01	11.31	18.98	13.49	47.70	49.87	48.29
15	12,495	32,224	279,450	47.91	57.44	51.75	27.22	102.06	42.54	24.35	52.82	35.76
16	7,100	41,682	162,115	40.06	59.09	45.53	15.63	73.18	31.58	31.19	44.55	34.41
17	17,861	83,309	248,036	48.95	70.63	65.37	17.64	98.82	25.48	35.25	120.15	71.28
18	118,856	118,856	118,856	41.39	41.39	41.39	8.03	8.03	8.03	44.65	44.65	44.65
19	50,859	66,338	117,197	58.96	66.62	63.15	18.47	19.32	18.83	39.10	109.55	62.17
20	8,135	39,044	210,377	51.09	65.77	59.07	25.68	95.86	35.06	26.14	74.03	50.73
21	17,623	53,859	136,523	46.59	59.51	48.56	12.68	51.45	22.57	38.79	49.40	47.80
22	4,119	48,757	259,826	26.35	69.96	61.62	24.34	128.56	33.75	32.67	103.22	56.79
23	5,134	48,755	259,513	42.46	64.47	57.26	17.55	112.79	40.07	22.53	65.65	50.70
24	8,192	37,831	246,046	35.36	62.66	56.04	21.97	112.31	36.77	23.12	55.47	49.91
25	77,720	77,720	77,720	46.63	46.63	46.63	8.69	8.69	8.69	50.66	50.66	50.66
26	4,585	35,455	276,650	33.12	68.46	56.30	23.73	343.16	41.29	27.07	75.20	41.29
27	1,361	30,848	212,345	13.75	68.48	51.04	19.25	113.39	35.77	0.00	66.09	50.49
28	88,775	88,775	88,775	58.51	58.51	58.51	11.63	11.63	11.63	61.50	61.50	61.50

Table XXII. Information Concerning Theoretical Base for Revision of School Districts

DISTRICT	PER CAP. TOTAL TAX			PER CAP. STATE AID			INDEX[a]			1950 POPULATION		
	LOW	HIGH	TOTAL	LOW	HIGH	TOTAL	LOW	HIGH	TOTAL	LOW	HIGH	TOTAL
1	130.86	130.86	130.86	8.02	8.02	8.02	1.5629	1.5629	1.5629	11,522	11,522	11,522
2	71.72	247.61	153.59	16.89	34.75	24.50	1.0052	.4303	.6636	252	7,169	6,276
3	54.14	150.43	98.88	12.93	41.47	20.75	1.1032	.4028	.7686	89	2,428	12,623
4	99.52	133.54	126.64	8.81	17.75	10.62	1.4817	.8374	1.2633	1,400	5,499	6,899
5	159.78	159.78	159.78	12.00	12.00	12.00	1.5612	1.5612	1.5612	9,190	9,190	9,190
6	85.16	129.89	116.49	11.10	32.86	13.09	1.5797	.6508	1.2937	504	5,827	12,292
7	73.03	136.39	99.01	10.81	29.70	17.90	1.3356	.4825	.8517	439	3,499	15,407
8	66.97	113.58	89.98	10.05	37.76	20.53	.9639	.5202	.7403	410	1,667	14,036
9	48.33	184.79	76.84	11.81	37.05	20.53	.8355	.2574	.6428	49	1,671	6,950
10	63.35	95.69	89.06	6.77	26.44	11.24	1.4732	.5258	1.2150	192	9,292	14,414
11	48.33	114.18	83.14	7.58	31.82	16.20	1.5765	.5139	.8859	243	5,217	14,805
12	44.67	147.69	74.48	10.48	34.66	18.37	1.1827	.4863	.7945	116	3,298	14,564
13	57.34	114.54	85.66	19.17	29.04	19.82	1.2191	.4893	.7989	312	2,225	11,323
14	106.23	111.05	109.73	5.39	9.47	6.51	2.0749	1.4624	1.8299	4,145	10,922	15,067
15	48.70	96.04	69.11	7.86	25.76	15.21	1.2059	.5353	.9062	485	3,740	18,370
16	59.43	92.05	75.56	4.87	29.06	10.86	1.8604	.4422	1.0166	295	8,552	14,921
17	67.28	170.11	109.04	11.00	36.20	18.16	1.4012	.6931	1.1035	685	3,931	13,655
18	107.86	107.86	107.86	3.58	3.58	3.58	2.6966	2.6966	2.6966	33,155	33,155	33,155
19	66.32	164.45	98.45	7.55	20.23	11.70	1.3738	1.3625	1.3689	3,279	6,734	10,013
20	51.17	126.11	85.88	9.13	32.20	17.79	1.2127	.5961	.8826	301	4,276	11,827
21	80.36	106.00	98.44	6.26	22.18	10.79	1.7749	.7142	1.1699	883	8,599	12,655
22	45.27	156.45	92.16	11.30	76.23	19.17	1.2781	.5001	.8521	117	4,314	13,556
23	41.80	118.71	88.53	10.20	39.67	20.32	1.2576	.4045	.7152	94	4,778	12,774
24	65.38	114.94	89.05	11.45	41.50	18.35	1.1266	.4826	.8001	225	3,304	13,409
25	108.63	108.63	108.63	4.40	4.40	4.40	2.0469	2.0469	2.0469	17,569	17,569	17,569
26	56.15	216.88	73.35	9.86	28.28	17.05	1.0908	.4792	.8068	186	2,487	16,166
27	21.89	363.64	98.90	0.00	38.32	18.06	1.1303	.4371	.7718	54	2,425	11,757
28	105.12	105.12	105.12	7.15	7.15	7.15	1.5344	1.5344	1.5344	12,411	12,411	12,411

[a] See text for discussion of the meaning of this index.

Table XXIII. Vermont Pupil Census Information, 1952-1962

AGE	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
6	6044	8158	7760	7649	7507	7692	7805	7931	7944	8019	8145
7	6256	6621	8374	7893	7694	7692	7807	7976	7890	7952	8263
8	6336	6450	6573	8528	7859	7645	7624	7862	7906	7885	8112
9	6573	6449	6420	6488	8417	7822	7781	7541	7735	7858	7949
10	6170	6722	6480	6448	6431	8396	7787	7692	7594	7713	7883
11	5942	6259	6851	6436	6372	6382	8263	7723	7553	7572	7752
12	5601	5905	6287	6809	6395	6415	6420	8315	7683	7590	7577
13	5379	5659	5948	6124	6780	6363	6326	6334	8113	7647	7593
14	5061	5339	5613	5833	6025	6658	6229	6134	6193	7905	7733
15	4855	5999	5278	5345	5750	5935	6532	6076	5993	6048	7939
16	4559	4800	4835	4985	5216	5496	5627	6221	5865	5858	5879
17	3914	4229	4254	4319	4428	4788	4932	5176	5591	5192	5210
18	2255	2774	3005	2938	3174	3386	3482	3698	3828	4070	3780
Total 6 - 18	68945	74364	77678	79795	82048	84670	86615	88679	89888	91309	93815
6 yrs. 9/1-1/1	2297	2445	2444	2561	2558	2355	2410	2518	2673		
TOTAL	71242	76809	80122	82356	84606	87025	89025	91197	92561		

[a] Source: Vermont. Department of Education. "Annual School Census Reports."

Table XXIV. Vermont Students Enrolling in Colleges the Year of High School Graduation

	Total freshman enrollment				Enrolling in Vermont colleges		
Year	Number of high school graduates	All colleges	Out-of-state colleges	All Vermont colleges	University of Vermont	State teacher colleges	Other Vermont colleges
1948	3,290	740	239	501	273	111	117
1949	3,329	778	267	511	262	111	138
1950	3,339	675	232	443	255	99	89
1951	3,194	704	249	455	251	94	110
1952	3,287	692	271	421	243	86	92
1953	3,473	789	299	490	272	104	114
1954	3,501	700	286	414	225	100	89
1955	3,541	818	297	521	287	112	122
1956	3,697	868	297	571	335	133	103
1957	3,787	944	340	604	345	132	127
1958	3,931	1,014	392	622	366	158	98
1959	3,993	981	351	630	384	126	120
1960	4,450	1,134	450	684	383	143	158
1961	4,772	1,197	510	687	402	157	128
1962	4,623	1,142	473	669	378	154	137
1963	4,616	1,242	530	712	442	166	104
1964	5,261	1,464	567	897	550	228	119